

# ALTERNATIVE FUTURES FOR SAN DIEGO

A report from the  
**CITIZENS' ADVISORY COMMITTEE ON GROWTH AND DEVELOPMENT**

May 14, 1987



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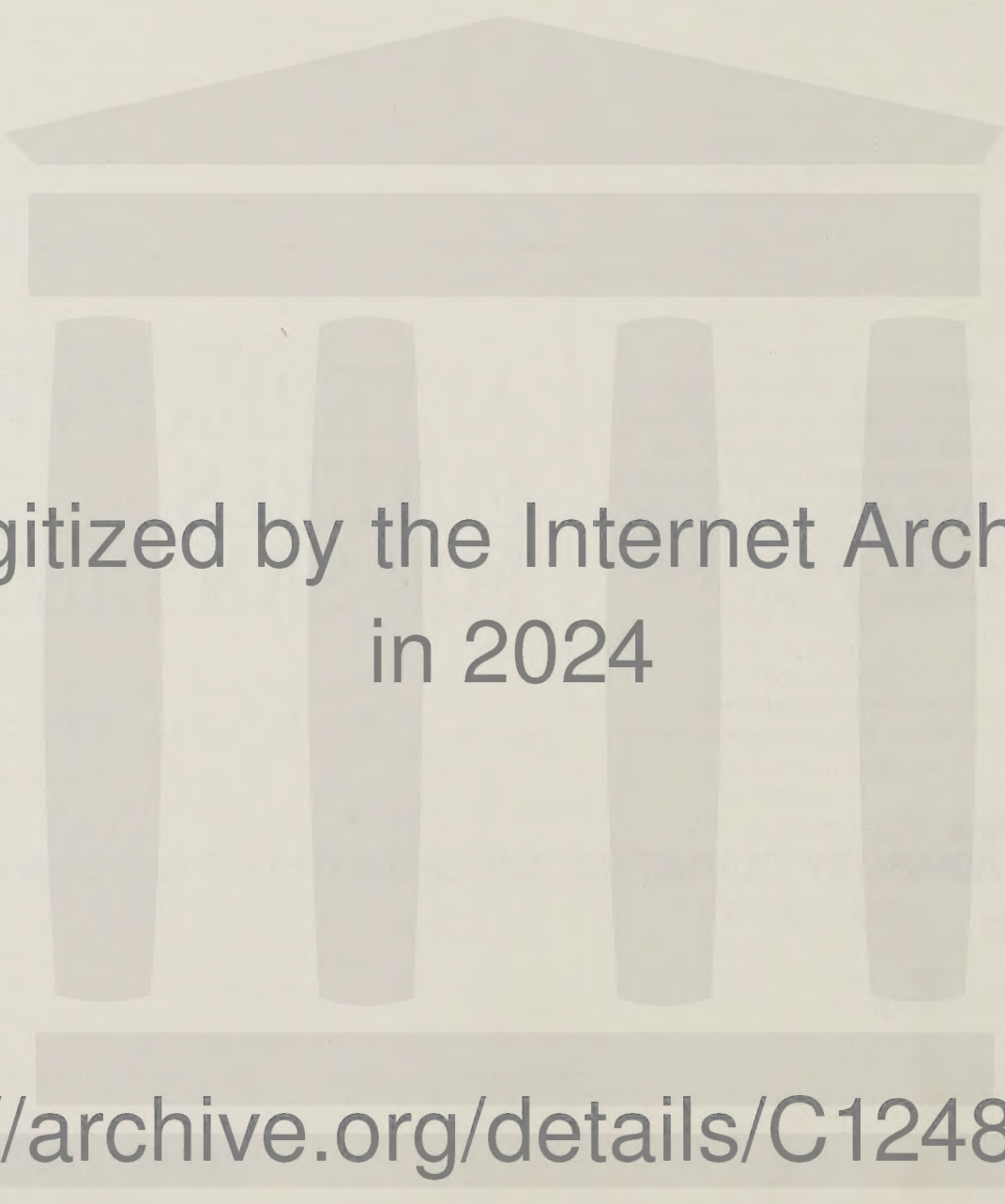


This report was prepared by  
the Citizens' Advisory Committee  
on Growth and Development to  
fulfill the requirements of Phase I  
of the Growth Management Review/  
General Plan Revision Work Program,  
as adopted by the City Council  
in January, 1987.

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## INTRODUCTION

On January 18, 1987, the City Council of San Diego approved a work program for reevaluation of the City's Growth Management Policies and comprehensive update of the City's Progress Guide and General Plan. The primary objective is to formulate a growth management strategy for the City over the next twenty years. To assist in this effort the Mayor and City Council appointed a Citizens' Advisory Committee on Growth and Development composed of representatives of business, community groups, development industry, environmental advocates, educators and others.

The first task specified in the work program is the preparation of an Alternative Futures Report. This report describes a vision of an ideal San Diego and the steps necessary to achieve this optimum state of the City, the kind of city San Diego will be if present development trends are allowed to continue without modification, the conflicts, and issues which arise from the differences between the two, and alternative management approaches to resolve these differences.

The first part of the Alternative Futures Report consists of vision statements portraying in descriptive terms the kind of San Diego to which we aspire. It should be noted at this point that the statements are made in the context of the San Diego Region. While this report is part of the City's Growth Management Review Program, it recognizes the need to take a regional perspective on the issue areas affected by growth. The vision statements are followed by specific

*Contained in the right-hand column throughout this report are "Vision Statements" written independently by members of the Citizens Advisory Committee on Growth and Development.*





statements which address the various issue areas related to achieving the overall vision. The vision statements include housing and community development; community facilities, services, and recreation; educational and cultural opportunities; environmental quality; economic development; government and transportation.

A vision is an expression of our highest aspirations. It is a vivid picture of what might be, what can be and what ought to be. A vision is an inspirational beacon which guides efforts toward attainment of a more perfect state. It symbolizes our highest potential for achievement and the very essence of humanity.

The second part of the report is a projection of present development trends into the future culminating in a description of what San Diego would be like if these trends were allowed to continue. This is followed by an evaluation of the present growth management system, what it does and doesn't do, which partially explains how growth is occurring in the City and region. The fourth part of the report identifies the issues and conflicts which arise when the future San Diego, as projected from present trends, is measured against the idealized future, as described in the first part of the report. The report concludes with a preview of possible alternative management approaches to resolve these issues and conflicts. These are to be fully developed in the next phase of the work program.

The Alternative Futures Report is the initial product of the Growth Management Review/General Plan Revision Program. The Vision Section sets forth the kind of City it wishes to achieve. Subsequent phases of the work program will focus on how it can be achieved. It will also provide a major input into the development of new goals and objectives in the comprehensive updating of the City's Progress Guide and General Plan which will follow the adoption of an overall growth management strategy and selected development scenarios.

*San Diego is a blend of many diverse and unique communities which are to be promoted and encouraged to continue seeking solutions to problems in a way that reflects their community character.*

*Common to all communities is the desire for a safe and secure environment. An environment based on clean air, clean water, open space, ease of movement, and residential and commercial development on a human scale. This physical environment should stimulate and enhance personal serenity and minor development.*

*To achieve these goals, citizens must be involved in the growth of San Diego in greater numbers through community planning groups and at every level of government. In return, San Diego City government must establish clear, firm guidelines for growth requiring public services be operational before private development proceeds and then consistently and vigorously enforcing these policies to produce predictability in the planning process.*



There have been a number of inputs into the preparation of the Vision Section of the report. Citizen participation was a cornerstone of this initial phase of the work program. Public input was received through a number of telephone and mailed opinion surveys and a series of community forums held in different parts of the City. The comments and opinions received at the forums and from the surveys played a major role in the development of the Visions Section as described in the report.

*Preserve, enhance and protect our natural resources.*

*Regionalize planning effort of environment, transportation, housing.*

*Adequate and high quality services and facilities.*

*Diverse strong economy with emphasis on clean manufacturing, tourism, and a choice of employment opportunities.*

*Central urban core with urban villages.*

*Regionalize planning efforts to:*

- a. Establish a strong, diversified clean economic base.*
- b. Preserve, enhance, and protect our natural resources.*
- c. Provide a variety of transportation alternatives and reduce reliances on the private auto.*
- d. Local government to provide adequate and high quality services and facilities to all communities.*









## A VISION STATEMENT FOR SAN DIEGO

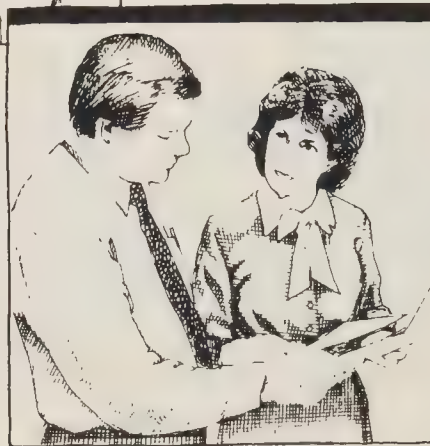
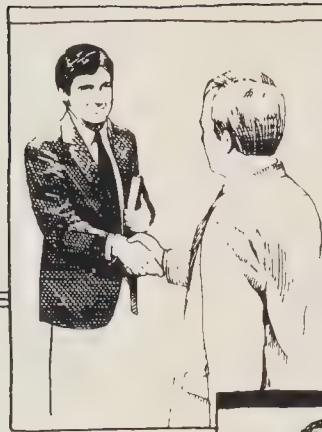
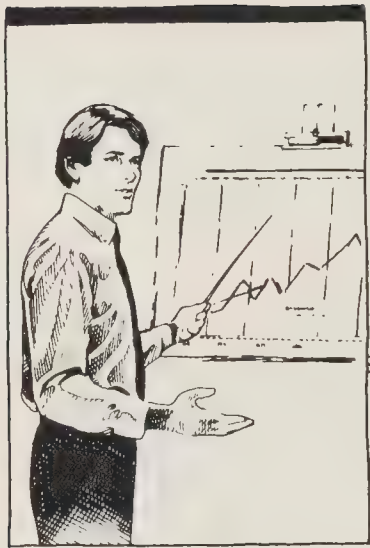
- . . . . . a place of beauty and natural grace...clean air to breathe...clean water to drink and for play...parks, natural canyons, harbors and hills...natural water courses...beaches and waterfronts for public enjoyment.
- . . . . . humane, people-oriented, and fun...prized by its people...characterized by human scale, friendliness, and a diversity of people...caring for one another and their community.
- . . . . . a vibrant downtown...a distinguished civic center...neighborhoods intact, self-contained, balanced and safe...clean industry and healthy businesses...all able people at work...a first rate educational system...high quality, efficient services for everyone...choices between different transportation modes.
- . . . . . a city that can absorb reasonable growth and welcome new people while maintaining its sense of time and place...a city that blends the best of what nature and man can offer in a model urban environment...a commitment to be better.

**GIVE US THE STRENGTH AND WISDOM TO  
ACHIEVE THIS VISION.**

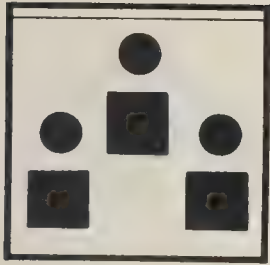
*San Diego has become a major urban center and the starting point for any vision statement should be the recognition of this fact, and the City should plan its future keeping in mind the opportunities and the problems that San Diego faces as a large American city. San Diego should maintain and conserve as far as is practical what has made San Diego unique.*

*My vision for San Diego is to have a humane, people-oriented city that values its varied communities and has social cohesion. I want a city where development is sensitive and takes into account the environment, quality of air and water, and growth predicated upon an adequate infrastructure. I want a city that has adequate and accessible shopping centers, affordable housing, good public transportation, public parks and recreation facilities, first-rate educational establishments and cultural centers worthy of a large city like San Diego; my vision for San Diego is to have a city with a balanced economy, diversified industries. I want to see a city that creates a healthy climate for the people and families who live here and a congenial atmosphere for business and industry. Above all, San Diego should be a city that is safe for the enjoyment of the paradise that can be created here.*









## A VISION FOR GOVERNMENT

A system of government that allows for the fullest expression of the peoples' will on issues affecting their lives. A system which requires solutions to regional problems to be undertaken by appropriate regional bodies, while at the same time delegates responsibility for addressing local issues to the affected community. Implied in this distribution of authority and responsibility is the policy that decisions should be rendered at that level most appropriate to deal with the issue at hand.

A system in which plans are developed and followed in which commitments implied by the plans are honored, in which trust is fostered between all affected parties and in which all decisions are made openly with the precept of providing the greatest amount of good to the greatest number of people.

*A vibrant city:*

*Where a people of all ages and backgrounds believe they make a difference;*

*Where a clean, safe, drug-free environment exists throughout all communities;*

*Where the flow of commerce and people mix together to bring out the best natural, cultural, economic and social resources;*

*Where education of the young is the highest priority;*

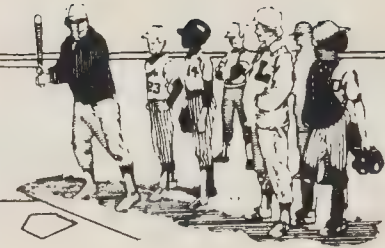
*Where foot travel along tree-shaded streets is more prevalent than automobile travel;*

*Where the complexities of daily life are not overwhelmed by the frustrations of traffic congestion;*

*Where development is purposeful and contributes to the vitality of communities; and*

*Where neighborhoods create livable quarters where people bond and care for one another.*









## A VISION FOR HOUSING AND COMMUNITY DEVELOPMENT

A City that offers a wide range of affordable housing opportunities in balanced communities accessible to all, while at the same time, respecting existing community character and neighborhood stability. One that has a distinct and recognizable urban form featuring a central urban core in concert with outlying urban centers, each having its own unique identity and a diversity of uses. A City which demands and gets quality development, where all areas are master planned and in which growth occurs concurrently with adequate community facilities guided by aesthetic and environmental values.

The quality of life found in a city is often reflected in its housing and neighborhoods. Its humaneness is manifested in how well it provides shelter to all of its residents. Its image is shaped by the importance it places on urban form and quality design. Its character is measured on how well it preserves its past. The following needs to be accomplished if San Diego is to achieve its vision for housing and community development.

- Adequate housing available for all income groups.
- Communities with job opportunities and commercial facilities within each community.
- A city with a blend of horizontal and vertical elements in place of urban sprawl.

*San Diego has a natural grace in its land form that contributes to a logical network of interrelated sub-communities offering a wide choice of housing, employment opportunities and economic development.*

*Its citizens and body politic must develop the fortitude to respond to the challenge to embrace a growing population that is attracted by this natural grace. This existing and future population will consist of the children of those of us who are here now and those yet to come.*

*Decisions made as a response to short term political ambitions must cease. Each generation must contribute the strength and commitment as those citizens in the past that developed Balboa Park, Mission Bay, the San Diego Zoo, Penasquitos Canyon Preserve and other permanent features of our region.*

*San Diego, where land use decisions are made by the people who are most appreciated by those decisions. One, where property owner and neighbor can meet and jointly decide about uses, or find uses, that will serve both their needs.*



- Communities with distinct identities and sense of place.
- All projects sensitive to the existing community character.
- Well balanced communities with a variety of different housing types which provide for different socio-economic groups.
- Adequate level of housing assistance and social programs for those in need of support.
- Rehabilitation and revitalization of older neighborhoods.
- Maintenance of San Diego's links with its past.
- Maintenance of neighborhood character and identity through adherence to community plans.

*We must recognize that San Diego is a large city, populated by people who have "come" here, many to live in a large urban area.*

*It is a city which has grown from an 1850 population of 650 souls to what is estimated to be near three million shortly after the century turns.*

*It is the 7th largest city in the nation; the second largest in the largest state.*

*This will not change.*

*We must also recognize and have a vision for San Diego as a prosperous city — or at least has the potential for being a prosperous community.*

*This should not change.*

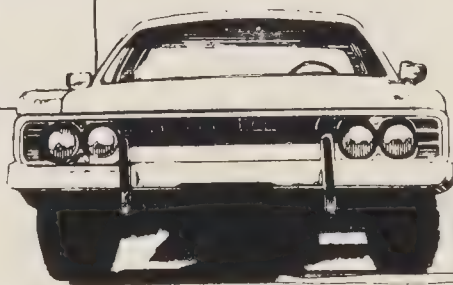
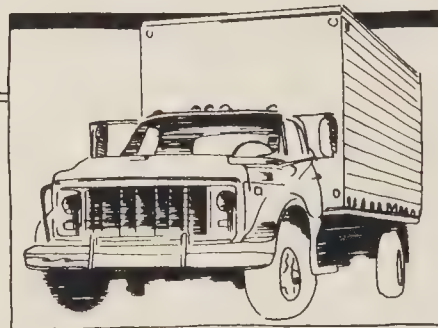
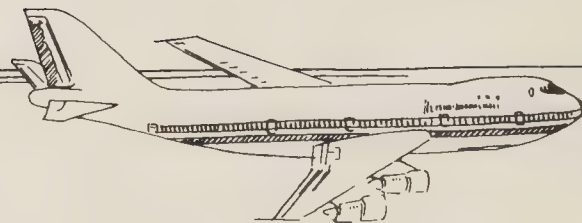
*We must maintain and nurture an economy which will provide jobs, not just for us and not just for today, but for those who will follow us, be they kin or stranger.*

*My vision for San Diego is for a humane city:*

*One that doesn't shut its doors or put up walls of brick or thought; one which, like our nation, welcomes our fellow humans, of whatever hue or origin, to a community that both respects people and the special nature of this unique corner of our country.*









## A VISION FOR TRANSPORTATION

**A City that is accessible to all, where mobility is provided by a broad variety of clean, safe and efficient transportation modes and which utilizes effective traffic management systems. A region with a balanced and integrated transportation system which places an emphasis on alternative modes to supplement the private automobile.**

The ability to move around freely and to have access to all parts of the City and region is a major concern of the residents of San Diego. A coordinated and comprehensive transportation system is a key determinant of the quality of life offered by the City. The following describes what San Diego needs to accomplish to achieve its vision for transportation.

- A regional airport to meet future air transportation needs.
- A transportation system with capacity to serve the needs of the population.
- Adequate public support of mass transit.
- Adequate freight rail line services to meet the needs of industry.
- County-wide commuter rail services.

*A real city at the core.*

*A place with attractions so famous that people come on bus trips to enjoy them.*

*Downtown theaters (plays, operas, concerts), a variety of restaurants, art centers, bay front amusements, and handsome apartments for people who want to live at the center of things.*

*A focal civic center, a spectacular Central Library with wide resource materials.*

*A regional transit system supported by taxes, a system that people willingly take to reach downtown where they find it exciting to walk along the streets.*

*Beautiful waterfronts on the ocean and bays, with only the commercial uses that must be there, and the rest open to the general public's enjoyment.*

*An international airport at Miramar.*

*A Mission Valley planned cooperatively from the source of the San Diego River to its outlet in the ocean, with tiers of homes on the south-facing slopes.*

*A regional representative government to apportion and administer those three determinants of development: water supply, roads, and sewerage.*





- A feeder bus system to access commuter transit stations.
- Implementation of a Regional Light Rail Transit Master Plan.
- A comprehensive attractive and safe non-motorized bikeway system.
- Balanced land uses within local communities to reduce travel needs.
- Transportation planning that respects community integrity.
- Planning for traffic movement that is sensitive to human and environmental concerns.
- Integrated regional and local transportation systems.
- Transportation systems tied to land uses and their intensities.

*San Diego will become an ever increasing urban population center for the Southwest United States.*

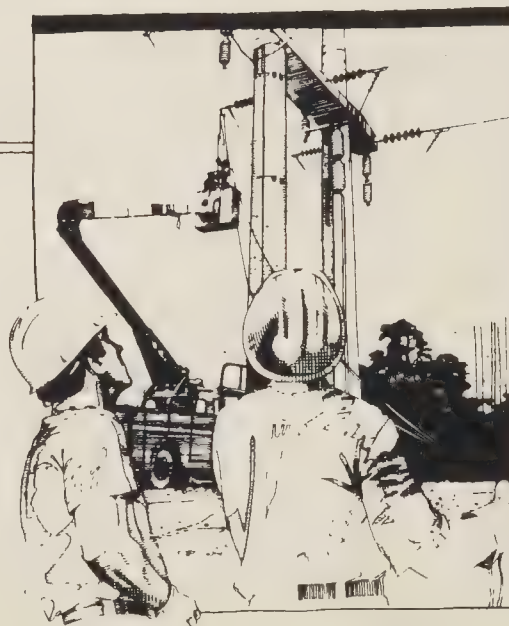
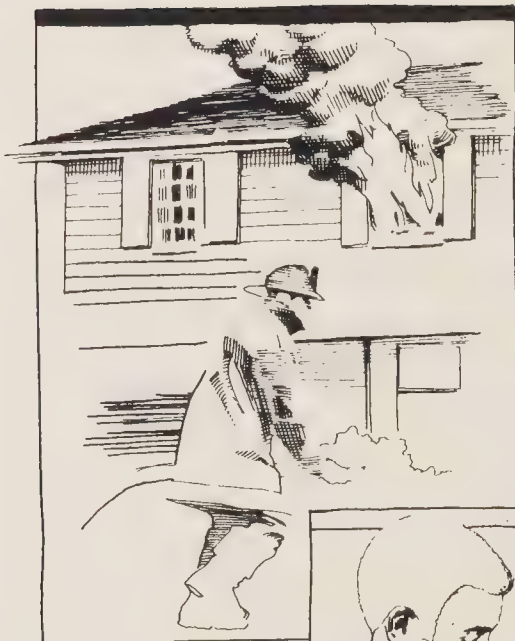
*The City will have a highly concentrated center city with residential, commercial, and business functions highly integrated. Smaller versions of this model will be emphasized in surrounding urban villages. Residential population will be corridors. Natural open spaces between these concentrated sectors will be preserved. This vision fully recognizes that the population will increasingly subordinate isolation to density and increased investment must be made in common facilities.*

*Education and recreation facilities will be emphasized within each population center.*

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*Emphasize planned growth, contingent upon adequacy of facilities and services, provided that there is no significant impact upon the environment, either site specific or cumulative.*









## A VISION FOR COMMUNITY FACILITIES, SERVICES AND RECREATION

A city in which the quality of life is enhanced by the adequate provision of community facilities, services and recreational opportunities. One in which people have broad opportunities for fulfilling their needs. A city in which improved facilities and expanded services are seen as a wise investment in the future of their community. One in which all of its residents are safe and secure.

One of the reasons why cities exist is that they can provide needed facilities and services which individuals cannot provide by themselves. The adequacy of the facilities and the level of services provided is often a reflection of the pride residents hold of their community. Adequate recreational opportunities are necessary to relieve the stresses of urban life. To fulfill its vision for community facilities, services and recreation San Diego must achieve:

- Adequate revenues to meet public facility and service needs throughout the city.
- Reduction of dependence on non-renewable energy resources.
- Reduction of dependence on imported water.
- Efficient use of our water resources with emphasis on water conservation.

*A city that is part of . . .*

*An urbanized region consisting of multiple high density cores, surrounded by lower density residential areas, separated by major undeveloped open spaces, and linked by efficient transit systems.*

*A region consisting of cities that plan in concert with one another and provide for a choice of life styles, recreational activities, and cultural pursuits while guaranteeing education, employment, and residential opportunities for all citizens.*

*A region whose cities are committed to the health and well-being of its citizens and is willing to pay a premium, if need be, to ensure clean water and clean air.*

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*San Diego is blessed with varied landscapes and a great climate that must be protected through controlled growth for future generations for all people no matter what their ethnicity or financial bracket. As a city, we must also consider our neighbor to the south and the challenge it presents to our economy and environment and also avoid becoming a megalopolis like the LA/Orange County basin.*



- Development of cost competitive water recycling and reuse systems.
- A sewer system that produces minimal impacts on the environment, offers opportunities for reuse of waste products and is dependable and trouble-free.
- A well distributed park system that reflects the recreational needs of a diverse population and lifestyles.
- Preservation, replacement or restoration, as needed, of existing public facilities adapted to the future needs of the community.
- Facilities and services that are available at the time of need.
- Equity in the distribution of facilities, services and recreational opportunities throughout San Diego.

*Undoubtedly, San Diego is America's Finest City. The continuity of managed growth and more creative redevelopment is essential to preserve this image. This direction must consist of allowing all segments of society, industry and local government, to further enjoy both the natural and developed areas to their fullest potential.*

*San Diego must address the critical issues of employment, education, transportation and environmental qualities by assuring that its future citizens are afforded an opportunity to partake from those benefits.*

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*My vision is to see San Diego become a city that is prosperous yet stable, sustained by a broad-based economy, and yet independent of never-ending population growth. It must show concern for aesthetic values, such as beauty, culture, cleanliness, architecture, and neighborhood identities. And its few remaining natural resources, the canyons, the valleys, and the steep slopes must be protected from development. We must identify those qualities that make the city desirable and work to preserve or attain them.*









## A VISION FOR ENVIRONMENTAL QUALITY

A city that is in harmony with its natural environment. One that aggressively seeks to preserve its natural assets and resources which contribute so much to its character, identity and the quality of life. A city that preserves its air and water quality, and has major open space systems composed of canyons, river valleys, steep slopes and other significant topographic and ecological features.

San Diego is blessed with an extraordinary natural environment. This environment has played an important role in shaping its character and image and is a major factor in its economy. To retain this environmental quality, San Diego must accomplish the following:

- An open space system which defines the City and its communities, preserves its natural features and protects its environmentally sensitive areas.
- Preservation of the dominant physical elements including canyons, lagoons and river valleys which give San Diego its unique identity.
- Attainment of clean air and water.
- A solid waste disposal system that is environmentally safe, and is compatible with other urban uses.
- Comprehensive, long range solutions to environmental problems.

*The greatest asset San Diego has (other than climate and proximity to the ocean) is topography. Potential areas for open space and parks should be mapped and the quality of the space documented and then a program should be developed to preserve some canyons, drainage basins, et cetera so that San Diego will always have areas that will give the people breathing spaces and more separation between areas. This will resolve the problem and feeling of endless sprawl. Regional transportation has to be planned and financed to allow movement through-out the county. Lastly, I am very concerned about the implementation of the individual community plans and the coordination of the communities development with public services and infrastructure. The implementation of the community plan and the CIP should be coordinated. Community plans should be better balanced with services and a mix of zoning and densities. Infill projects must be sensitive to the existing fabric of the community, thus the quality of communities will be maintained. A vibrant core downtown with regional attractions and activities will enhance the city's economic stability. Growth should be managed but not to the economic detriment of any group by limiting the supply of housing and forcing prices up.*



- Attractive landscaping of streets and freeways.
- Development that respects significant natural land forms.

*Balance the man-made environment with the natural, creating pleasurable places for people to live in harmony with nature.*

*Quiet places for contemplation, places for recreation for all ages.*

*Clean air, bays, lagoons and ocean.*

*Strong community identity, tree-lined streets free from clutter and congestion.*

*Services in place, concurrent with development. A strong economy serving the needs of its citizens.*

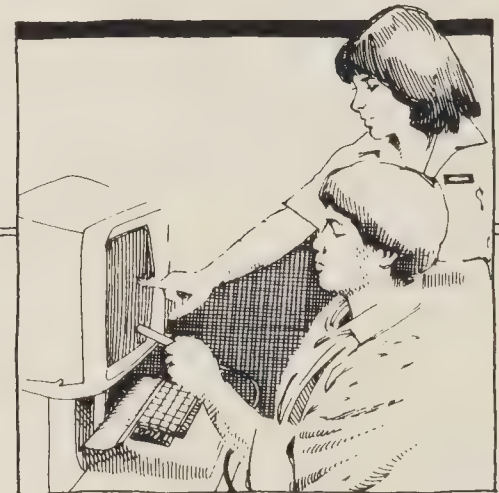
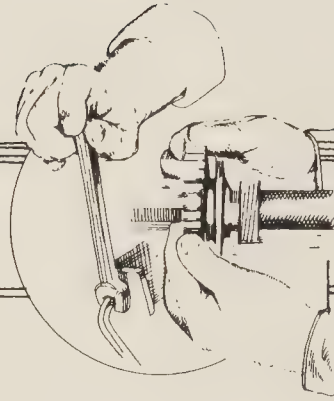
*A government responsive to the needs of all its citizens.*

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*San Diego, a place of beauty. Clean air to breathe. Water to drink. Natural canyons and hills. Waterways for the rain. Bay and harbor clear. Houses for people. Neighborhoods intact. Places for everyone. Industry and business. Able people all at work. Trolleys every direction. No clamor to be bigger. Willingness to be better. Contentment.*









## A VISION FOR ECONOMIC DEVELOPMENT

A City which forms the regional foundation for a strong and diverse economy which offers a wide range of employment, entrepreneurial and career opportunities where all people can fulfill their goals and ambitions. An economy which emphasizes clean and safe manufacturing, scientific, technological and service industries as a means of providing a diversified employment base. An economy to which everyone can make a meaningful contribution and can share in its benefits. An economy which can lead to a better life for all San Diegans.

Economic development provides the jobs and resources which contribute to the well-being of San Diego residents and enables them to enjoy what the City offers. The following describes what needs to be accomplished if San Diego is to achieve its vision for economic development.

- Employment opportunities encompassing the entire range of skill levels.
- Increased job opportunities in basic industries such as clean and safe manufacturing, aerospace, fishing, and ship building.
- A strong tourism industry.
- Sufficient growth in jobs and housing to meet the needs of our population.

*My vision of San Diego County is focused 50 years from now, in the year 2040.*

- 1. Urban development long since removed the importance of individual cities, so we now have a regional government which plans and implements land use decisions, and regional plans which provide for the major regional services, such as water, sewer, trash disposal, and transportation, as well as the coordination of police, fire and other services.*
- 2. The economy is no longer dependent on growth, and in its place visitor oriented activities have become our principal industry, including hotels, restaurants, convention centers, amusement parks, resorts, and recreational, including golf and tennis.*
- 3. Education and scientific research are the very largest factors in our economy. San Diego has become the science research center of the United States.*
- 4. We had the vision to preserve and enhance our passive and active open space, so we have a vast open space system of canyons and hills throughout the County.*
- 5. The areas which had been designated as future urbanizing in the late 1980's were saved for resort, educational and open space uses, including agricultural and recreation, providing an unparalleled complex of great beauty.*
- 6. Lindbergh Field was moved to Miramar, and in its place a new mixed use planned community came into existence, including the area formerly occupied by the old Ryan and Convair properties, and the Marine Corps Recruit Depot.*

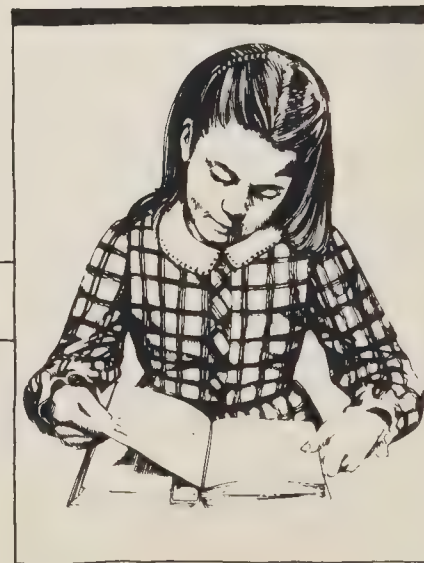
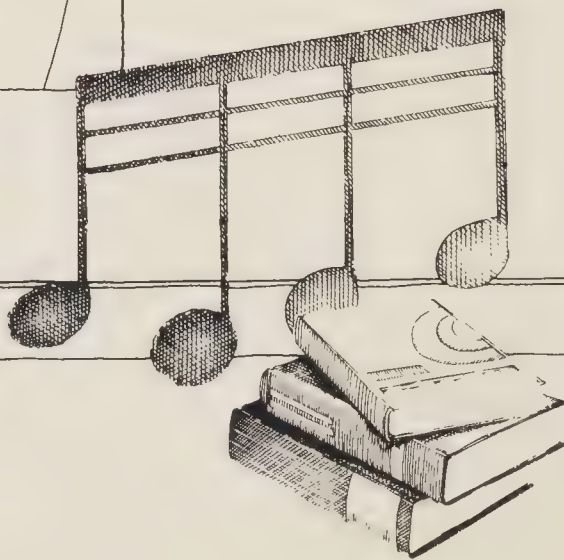
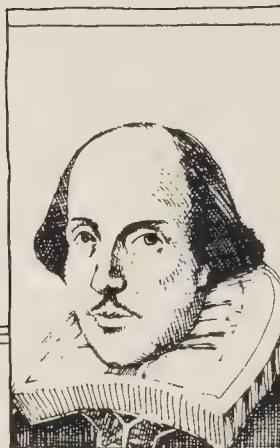




- A highly diversified local economy.
- A regional economic base tied to national and international markets of Mexico and Pacific Rim countries.
- Implementation of regional economic development policies coordinated and consistent with regional growth policies.
- Continued strong role of the military in the region's economy.

7. *We had the vision to save our school sites, park sites and other public sites from private development, and for recreational and cultural use, so the old County Administration site on Pacific Highway is now a wonderful public library, performing arts center and park.*
8. *Centre City and the waterfront were linked to Balboa Park by tree-lined malls, and fixed rail transit lines radiate throughout the county. Centre City is now an exciting hub of government, business and culture, as well as retail and visitor oriented activities.*
9. *Foresight and hard work has greatly lessened our dependence on imported water, through a variety of water reclamation policies, coupled with tough conservation tactics.*
10. *Dependence on the automobile, and hence traffic congestion, has declined remarkably, due to implementation of a series of strategies designed to reduce automobile trips, including the county-wide light rail and bus system, and encouragement of mixed use projects.*
11. *In the late 1980's and early 90's, intelligent coordination of land use decisions with economic development policies resulted in significant reduction of growth. Increased recognition of the importance of cohesive neighborhoods, with compatible development standards, led to a revitalization of older areas of the cities, which in turn provided the funds and impetus for maintenance and replacement of the urban infrastructure in those areas.*









## A VISION FOR EDUCATIONAL AND CULTURAL OPPORTUNITIES

A City which provides maximum opportunity to expand one's knowledge, to celebrate the arts, and to find diversion from life's demands. One that offers high quality facilities, programs and activities that nurture the human spirit, enable a person to fulfill his or her highest potential and enriches the quality of urban life. In sum, a City that supports and encourages the educational, social and cultural growth of its residents.

The greatness of a city is often described in terms of the educational and cultural opportunities it offers. These are the assets and attractions which provide much of the reason for urban living and contribute an enriched quality of life. To achieve its vision for educational and cultural opportunities, San Diego must accomplish the following:

- A high quality educational system that meets the needs of an increasingly complex and technological society.
- A strong educational system which develops marketable skills and adequately prepares one for higher education.
- An educational system that is responsive to the changing needs of an increasingly diverse student body.
- Support of the arts by the public.
- A city with cultural opportunities including libraries, theaters, museums and public art.

*San Diego is, fortunately, still ahead of it. To achieve that future, we must create an exciting variety of employment, commercial, residential, and recreational opportunities. We must provide a first rate public education system, plan and implement all required public facilities and transportation corridors, and support and encourage a diversity of cultural activities.*

*We must accomplish these goals while respecting San Diego's history, and enhancing San Diego's scenic beauty.*

*We must recognize the importance of our relationship to the water and the necessity of a strong and vital downtown.*

*With these goals in mind, San Diego can become a city with a capital "C," even America's finest.*



- Development of a cultural center complex.
- Preservation and enhancement of San Diego's historic and cultural facilities.

*San Diego will do three things:*

- 1. Protect the natural environment;  
restate sensitive areas.*
- 2. Plan and Manage the growth while:*
  - a. Creating an urban network  
constellation planning range of  
densities and services, with  
redevelopment for many areas  
creating a sense of "urban  
identities."*
  - b. Maximizing the preservation  
of future urbanizing areas.*
  - c. Plan and enforce community  
plans.*
- 3. Achieve a clean, safe, ethnically  
balanced and affordable community  
with adequate services, infrastructure,  
and with adequate transportation  
alternatives.*

*P.S.*

*Only two cars in every garage.*

---

*Walt Whitman:*

*"A great city is that which has the greatest  
men and women."*



## CITIZEN PARTICIPATION

The Citizen's Advisory Committee on Growth and Development was appointed by the Mayor and City Council January, 1987. They are charged to assist the Mayor and Council in reevaluating the City's current growth management program and to recommend alternative courses of action to deal with the issue of growth. Toward this end, the Committee's first task was to solicit public input on the question of growth and to hear the personal visions of the city held by citizens.

Four public forums were held throughout the City. The first one was held in Pacific Beach, followed by forums in Mid-City, South Bay and Penasquitos. Sixty-one citizens testified, and provided invaluable insights into the issues affecting different areas of the City.

The major points raised at the forums are:

### Planning

- Need to develop growth management policies for the San Diego region.
- Creation of self-contained communities in which residents can both live and work.
- Enforce adopted community plans and stop plan amendments.

### Transportation

- Recognize congestion of freeways and local streets as a serious problem.



- Complete but don't expand the basic freeway system.
- Emphasize alternative forms of transportation.
- Upgrade landscaping and maintenance on public rights-of-way.

#### Infrastructure and Services

- Tie growth to the availability of facilities.
- Develop a long range financing program for water and sewer systems.
- Preserve and expand school sites.
- Develop and implement an aggressive City-wide park plan.

#### Environment

- Acquire open space to preserve canyons and wetlands.
- Ensure that land uses and structural design are compatible with the natural environment.

#### Housing and Community Development

- Revitalize existing neighborhoods.
- Promote balanced communities by dispersing low-income and affordable housing.
- Develop architectural themes and design review committees for community planning areas.

#### Facilities Financing

- Revise Facilities Benefit Assessment Program in Planned Urbanizing areas to ensure public facilities at the time of occupancy.

- Continue allocation process of monies for the Capital Improvement and Community Development Block Grant Programs.

While the majority of verbal testimony received was from City residents, some of their concerns addressed regional issues. Almost concurrently with the appointment of the Citizens Advisory Committee on Growth and

Development, the County Board of Supervisors appointed the Regional Planning and Review Task Force. Because of the commonality of these two efforts, it seemed appropriate to share information related to the growth management issue.

Staff from the City of San Diego Planning Department, the County of San Diego Planning Department, and the San Diego Association of Governments (SANDAG) formed an Ad Hoc Task Force for the purpose of sharing work task assignments and ensuring that the work of the two respective committees would be based on a common set of data and assumptions.

The first undertaking of the staff's Ad Hoc Task Force was to prepare a regional survey in an effort to acquire a cross section of view points on the growth question. The survey was performed by telephone on 1,000 randomly selected residents of the region, who represented a statistically significant cross-section of population. The City Planning Department also mailed the survey to members of community planning groups and distributed them at the public forums. Of the surveys distributed, 145 were collected at the forums, and 199 surveys were received back through the mail.

The results of the survey are summarized as follows by the SANDAG staff:

"When questioned about the characteristics of the region they liked most and least, the respondents to all surveys were fairly consistent. The climate and sun were mentioned by at least three-quarters of all respondents. The region's proximity to the beaches and mountains was the second most frequently mentioned characteristic for all respondents. Traffic congestion topped everyone's list of characteristics they liked least about the region, followed by rapid growth, too many people and the high cost of living. Forum participants were more concerned about the lack of intergovernmental cooperation, than were the other groups.

The importance of revitalized downtown San Diego to the respondents varied between groups. "Very Important" responses range from a low of 25 percent to a high of 34 percent. About one-third of telephone and mail-out survey respondents thought the revitalization of downtown San Diego was "very important" to them. The importance of a revitalized downtown to the region was consistent between groups, with about two-thirds of all rating it "very important" to the region.

Having major urban centers located throughout the region was much less important to all respondents. Only 22 percent of the mailout survey respondents rated major urban centers "very important" to them compared to almost 40 percent of telephone respondents. Telephone respondents were also much more likely to rate the importance of urban centers to the region as "very important," with over half of those respondents giving it that rating compared to about a third of all other respondents.

The issue of government spending public money to create jobs brought forth an interesting response. Sixty percent of the respondents thought this was a good idea. However, when the question was restated to read, "Should the government spend public money to create jobs even if that means bringing new people into the region," the positive response dropped to 40 percent of those who originally agreed with the concept.

Most respondents felt the rate of growth in the region is too fast, ranging from 69 percent of the mail-out survey respondents to 83 percent of forum participants. Respondents varied as to their single greatest concern about growth. Telephone respondents were most concerned with the overcrowding at public places, followed by traffic congestion. Forum participants were most concerned about the impact of growth on public services, followed by overcrowding at public places. Mailout survey respondents felt that growth was not well-planned and that it adversely impacted public services.

If the respondent could influence growth in the region, the majority would attempt to regulate the quality of that growth, followed by actively limiting growth.

Finally, respondents were asked to rate several public services as "excellent, good, fair or poor." Most of the public services received



about the same ratings across respondent groups. People seemed most satisfied with police services and local parks. Traffic on local streets was given a "fair or poor" rating by more than half of the respondents."

The survey results and public testimony gave the committee the opportunity to absorb and evaluate a wide range of different viewpoints.

In formulating the vision statements, the Committee had the benefit of not only community testimony, but also presentations from planning experts. The Committee heard from SANDAG on population forecasts and transportation planning, MTDB Chairman Jim Mills on the one-half cent sales tax proposition to fund future transportation projects, Ernest Hahn on downtown planning and Richard Louv on designing cities to meet human needs. The Committee also had the opportunity to hear two nationally known consultants, Allan Jacobs and Ian McHarg. Their suggestions and comments have been incorporated into this report.

On April 4, 1987, the Committee participated in an all day retreat in order to create and develop a vision for San Diego. Each Committee member stated their personal vision for San Diego followed by small group discussions of growth related issue areas including the environment, economy, housing, transportation and public facilities and services. Committee members used their own background and knowledge along with input received from the public forums, surveys, and speakers to formulate the vision statements contained in this report.





## TRENDS ANALYSIS

Forecasts of growth and development within the San Diego region are prepared by the San Diego Association of Governments (SANDAG) in cooperation with the cities and the county. These forecasts of population, housing, employment, and related information project how the region and its subareas are likely to develop over the next twenty to twenty-five years based upon the growth and development policies being implemented through local general and community plans.

This information is used by public agencies in regional studies and plans, in local land use and capital facilities planning and programming, and in managing growth and development. The private sector also makes use of the forecasts, particularly in the areas of land development and for locating economic and commercial activities.

It should be noted that the forecasts are demand projections which are unconstrained by such factors as natural resources, land availability, public facilities and services, or public fiscal resources. The forecasts reflect the basic growth policies and principles that have guided the region's development for the past several decades, namely:

- Accommodation of population growth.
- Encouragement of economic growth.
- Preservation of the area's "quality of life" and protection of the environment.

The forecasts are significant because they are used by a wide variety of public and private interests. When decisions are made based on the forecasts,

it is more likely that the forecasts will be accurate projections of the future. In a sense, they become a "self-fulfilling prophecy." For this reason, the forecasts warrant careful evaluation to determine if the "prophecy" is the best one for the San Diego region. The adopted forecasts do not necessarily represent desirable future growth. Rather, they represent the regional and local policies of today projected into the future in order to determine their impacts. If the impacts are undesirable and public policies are changed as a result, then the "prophecy" changes as well.

Highlights of the most recent forecasts (the 1987 Series 7 forecasts for the entire region, and the 1984 Series 6 forecasts for the City of San Diego) are presented below to identify projected growth trends. Also presented below are data showing the actual population and housing growth within the City of San Diego between 1980 and 1986. It is noteworthy that the City's recent growth has been substantially greater than was forecasted in the Series 6 projections. During this period, the City's population increase was 43 percent or 41,000 persons more than had been projected in Series 6. Similarly, the increase in occupied housing units was 27 percent or 11,000 units greater than projected.

## HIGHLIGHTS

### Population

- \* Region to grow by one million people by the year 2010.

The San Diego region is projected to grow from a 1985 population of 2.1 million to almost 3.2 million people by the year 2010. This 48 percent increase, represents an annual average population growth of 41,000 people per year.

- \* The region's growth rate is primarily due to in-migration.

During the forecast period, about 1,846,000 persons will move into the region and about 802,000 births are expected. It was also estimated that about 1,075,000 will move out and 555,000 deaths will occur. Together, net-migration and net natural increase was



forecasted to result in a total population increase of 1,018,000 persons.

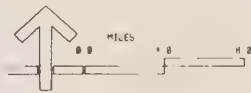
However, the region has grown faster than projected.

- \* The City of San Diego will grow 265,000 people between 1980 and the year 2000. The distribution of this growth is depicted on the following Maps.

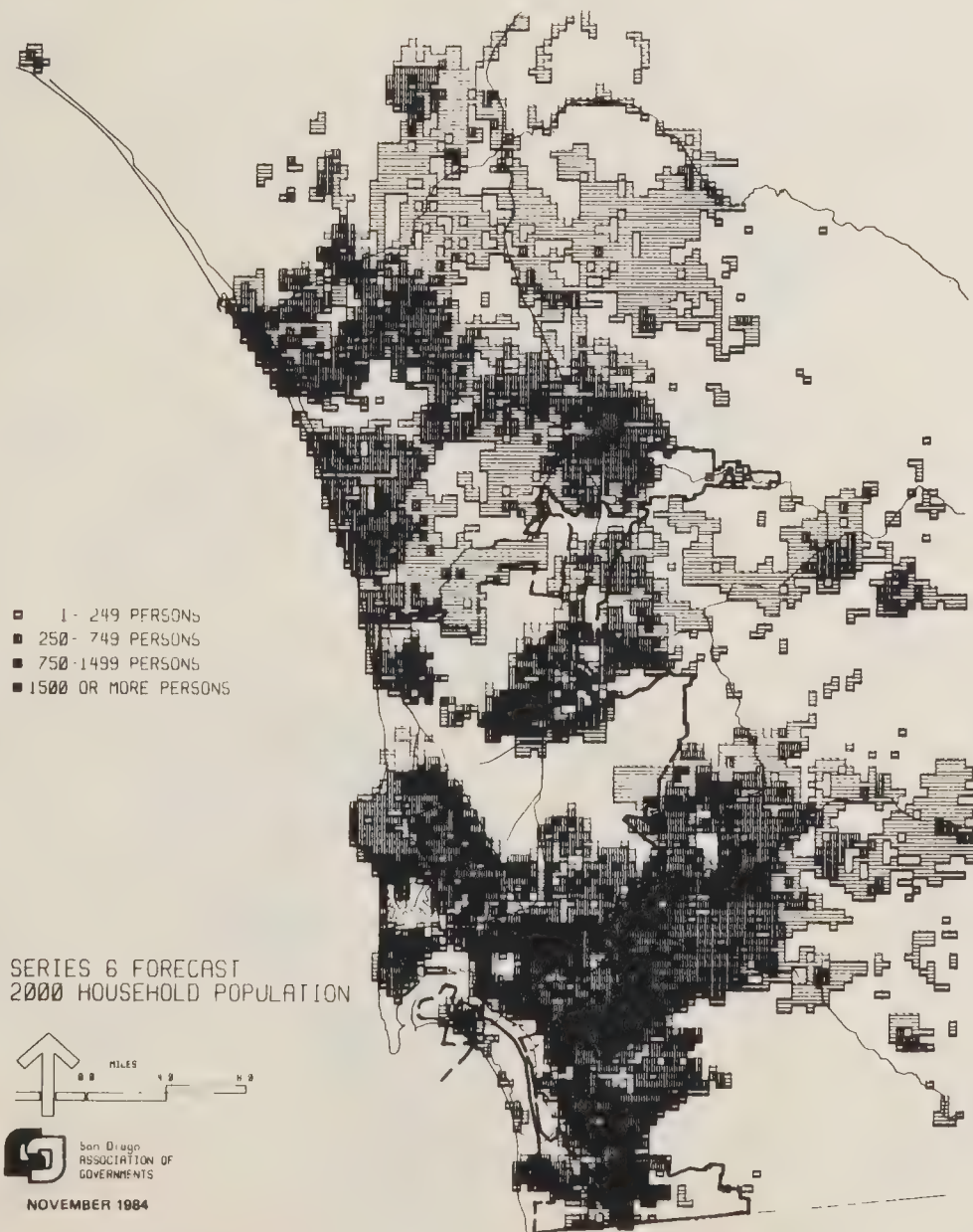
According to Series VI, San Diego's population was projected to increase by 30 percent, from 875,000 residents in 1980 to a level of more than 1.1 million people by the year 2000. This represents an annual average increase of more than 13,000 persons each year. However, the City of San Diego's population growth in the 1980's was 43 percent greater than projected. From 1980 to 1986, the City's population increased by an average of 22,000 persons per year compared to the forecasted increase of 13,000 persons per year. The current estimated population of one million persons is close to the level projected for the year 1990.

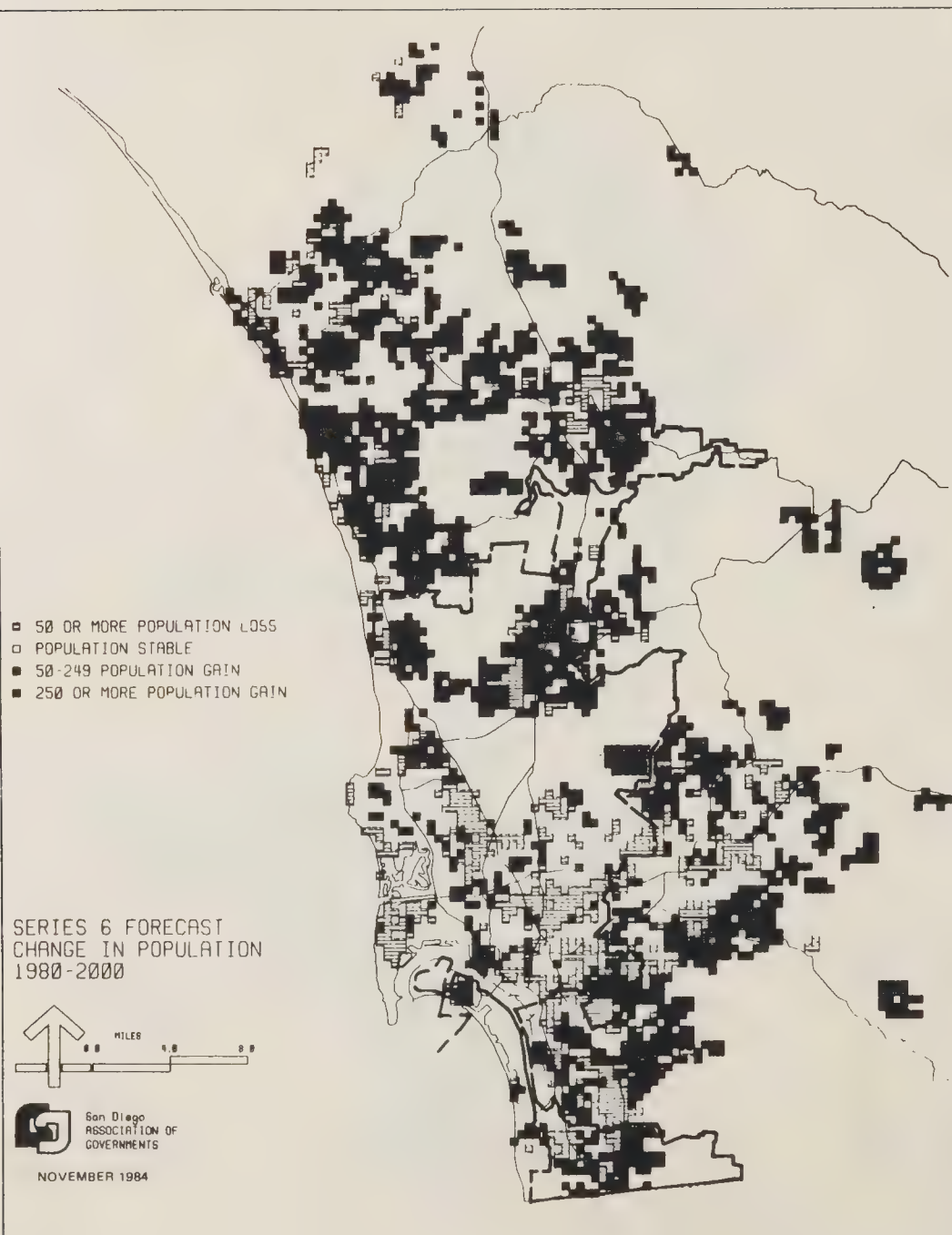
- 1 - 249 PERSONS
- 250 - 749 PERSONS
- 750 - 1499 PERSONS
- 1500 OR MORE PERSONS

SERIES 6 FORECAST  
1980 HOUSEHOLD POPULATION



 San Diego  
RESOLUTION OF  
GOVERNMENTS  
NOVEMBER 1984







## Housing

- \* The region's housing demand will approach 500,000 new units over the next twenty-five years.

Total housing stock will need to increase by 60 percent to accommodate projected population growth and changes in average household size. The 1985 inventory of 800,000 dwellings will need to be expanded to almost 1.3 million units by the year 2010. This represents an average annual increase of 19,000 units, about equal to the current number of homes in the City of Carlsbad.

- \* The region's housing need will increase by 60 percent compared to 48 percent population growth.

Housing will need to expand at a faster rate than population growth due to the continuing trend toward smaller households. Average household size for the region is projected to decrease from 2.7 persons per household in 1985 to 2.5 persons in 2010.

- \* The City of San Diego's housing demand will increase by almost 125,000 units between 1980 and the year 2000.

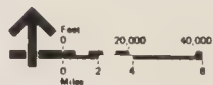
Occupied housing was projected to increase by 39 percent, from 321,000 units in 1980 to a total of 445,000 units by the year 2000. This represents an average annual increase of more than 6,000 homes. This housing growth is illustrated on the following map identifying developed lands 1980-2000.

- \* The City of San Diego's housing growth in the 1980's was 27 percent greater than forecasted.

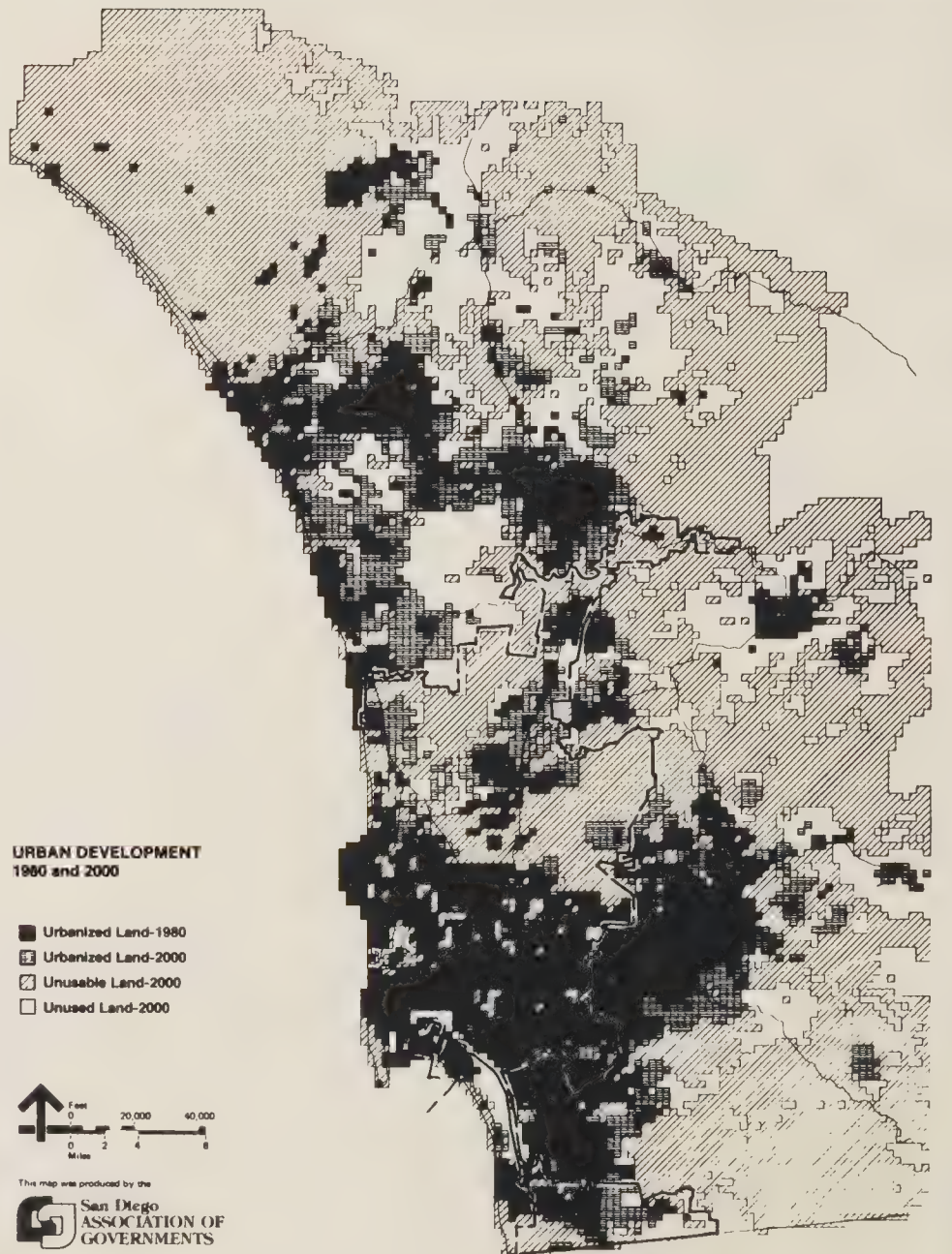
Between 1980 and 1986, the City's occupied housing increased by an annual average of 8,000 units compared to the forecasted increase of 6,000 units per year. The current estimate of occupied housing is about 373,000 units, just short of the level projected for the year 1990.

**URBAN DEVELOPMENT  
1980 and 2000**

- Urbanized Land-1980
- ▨ Urbanized Land-2000
- ▤ Unusable Land-2000
- Unused Land-2000



This map was produced by the  
 **San Diego  
ASSOCIATION OF  
GOVERNMENTS**



## Employment

- \* The region's labor force will increase by 614,000 persons over the next twenty-five years.

The San Diego region's labor force is projected to grow by more than 64 percent, or almost 25,000 persons per year. In 1985, the labor force numbered 958,000 persons; it is forecast to increase to 1.6 million persons by the year 2010. This increase reflects the growth of the region's population, changes in the demographic characteristics of the population, and an expected increase in labor force participation.

- \* The region's employment will increase by 500,000 new jobs.

Employment in the San Diego region is projected to increase by 61 percent, from 910,000 jobs in 1985 to about 1.46 million in the year 2010. This average annual increase of 22,000 jobs is somewhat slower than the projected growth in the labor force.

- \* Most new jobs will be in comparatively low-paying fields.

The largest number of new jobs will occur in the service sector (156,000), wholesale and retail trade (134,000), and in manufacturing (70,000). Together, these sectors account for almost 65 percent of the total projected employment growth. Services and trades are San Diego's largest and fastest growing sectors, comprising 42 percent of total civilian employment in 1985 and increasing to 46 percent by 2010. Since most service and trade jobs are comparatively low-paying, this will have important consequences for the region's economic development, personal income level, housing affordability, and other areas of public concern.

- \* The region's unemployed will increase by 125 percent.

Despite the forecasted increase of more than 500,000 jobs, the number of unemployed persons will increase by 60,000. The region's unemployment rate is forecast to increase from 5.0 percent (48,000 persons) in 1985 to 6.9 percent (108,000 persons) in 2010.

- \* City of San Diego employment will increase by 178,000 jobs between 1980 and 2000.

Civilian employment was projected to increase by 41 percent from a base of 433,000 jobs in 1980 to a total of 610,000 jobs by the year 2000. This represents an average annual increase of almost 9,000 new jobs. San Diego provided 60 percent of the region's employment in 1980, but this will decline to 56 percent in the future as other cities and the county expand their employment base. However, this will only slightly improve the disproportionate distribution of jobs and housing throughout the region which place a heavy demand upon the region's transportation facilities and services.

### Transportation

- \* Increases in travel is projected to outpace population growth.

The region's population is projected to grow by 34 percent between 1985 and 2005. During this same period, the number of person trips is projected to increase 52 percent to a level of 13 million daily trips. On a per capita basis, the number of trips increase by 9 percent. Moreover, daily vehicle miles of travel are projected to increase 64 percent, reaching 70 million miles per day by 2005. The length of an average auto trip will also increase by 10 percent. In short, the forecasts indicate more people making a greater number of longer trips. This will place a substantial burden upon the region's already inadequate transportation systems.

- \* Heavy freeway congestion is forecasted to increase, even with planned system expansion.

In 1985, about 9 miles or 5 percent of the existing urban freeway system experienced heavy congestion. By 2005, heavy congestion will effect 78 miles or 39 percent of the freeway system if no new highway construction were to occur. Even with the planned construction of 86 miles of additional freeways and expressways by 2005, heavy congestion is forecasted for 33 miles or 13 percent of the expanded system. This projected condition is illustrated on the following maps.



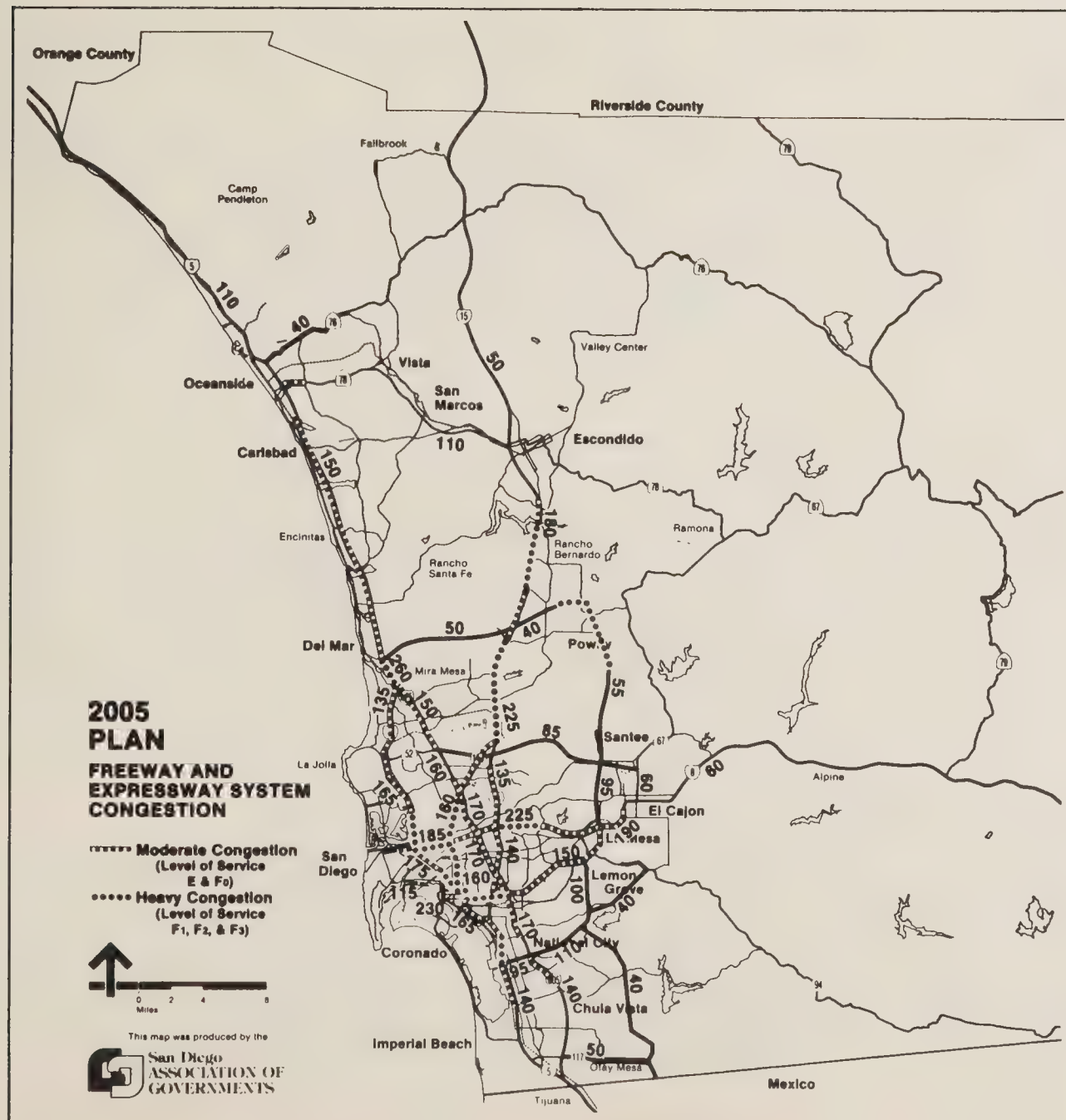
- \* Expanded transit will have little overall effect on the region's streets and highways.

Between 1985 and 2005, daily transit ridership is expected to nearly triple from 120,000 to 325,000 passengers per day as a result of the planned 106 mile extension of the trolley system and increased levels of bus and commuter rail services. Nonetheless, this 190 percent growth in transit patronage will still only account for 2.5 percent of the total number of person trips in the year 2005. In 1985, only 1.3 percent of total trips were taken by public transit.

- \* Transportation services will be threatened by a 46 percent funding deficit.

The 1986 Regional Transportation Plan projects a need for almost \$10 billion to construct, maintain, and operate the region's state highways, local streets and roads, and public transit systems over the next twenty years. Total transportation revenues are estimated at only \$5.4 billion, leaving a \$4.6 billion funding shortfall. The deficit for state highways is estimated at \$1.2 billion (-42%), for local street and roads at \$2.4 billion (-65%), and for transit at \$1 billion (-29%). The region's transportation services could be expected to deteriorate significantly if growth continues without supplemental transportation funding.





## Water

- \* The region's water demand will increased by 50 percent between 1980 and 2000.

The San Diego County Authority projects water demand will increase by more than 233,000 acre feet per year by the turn of the century as a result of population growth and increased economic activity. This forecast assumes a constant per capita domestic use of 179 gallons per day, relying upon the implementation of water conservation measures to overcome the historical two percent average annual increase in the rate of use. Without conservation, an additional 200,000 acre feet per year would be needed.

- \* The availability of additional water supplies remains uncertain.

More than 90 percent of the water consumed in the San Diego region is imported from the Colorado River and sources in Northern California. However, the region is legally entitled to far less than the amount of water it presently imports. Moreover, the ability to import the additional 233,000 acre feet per year of needed water is hampered by California's reduced entitlement to Colorado River water and the political stalemate over completion of the State Water Project. Current water deliveries to San Diego could be significantly curtailed during a prolonged drought.

- \* The cost of imported water will increase more than 650 percent between 1980 and 2005.

The average wholesale rate for imported water in 1980 was \$87 per acre foot. In 1985, the average rate rose to \$207. The average water rate is expected to increase at an average compounded annual rate of 6 percent to about \$664 per acre foot by 2005 due to greater reliance on more expensive State Project water to meet demands. Retail water changes are also anticipated to increase at a similar rate. By 2005, average retail rates are projected to reach \$1,177 per acre foot for domestic use and \$1,055 for agricultural use. A typical family of four uses about one acre foot of water per year. These increased costs will also have a significant affect on local agriculture and other industries that use large quantities of water.



## Energy

- \* Electrical energy demand will exceed firm supplies after 1990.

The region's annual demand for electricity is projected to increase more than 60 percent from a base of 10 million kilowatt hours (KWh) in 1980 to 16 million KWh by the year 2000. This forecast already reflects reductions in demand due to existing energy conservation and solar energy policies and programs. After 1990, peak electrical demand (including the required twenty percent reserve margin) is expected to exceed the region's generating capacity and firm purchase contracts from other power companies. This will necessitate the costly development of additional supplies of electricity, as well as implementation of additional conservation measures and alternative generating technologies in order to meet projected demand.

- \* The region will be vulnerable to uncertainties of fuel availability and cost.

The amount of oil and natural gas used within the region is projected to decline only slightly in future years, even though fossil fuels as a proportion of total source energy are projected to decrease from 90 percent in 1980 to about 60 percent in the year 2000. Consequently, the region will remain vulnerable to the potential for prolonged supply disruptions and substantial cost increases as occurred during the energy crises of the 1970's. Moreover, the continued reliance on expensive fossil fuels for the production of electricity and other direct uses portends a continuation of San Diego's high energy costs, already among the highest in the nation.

## Land Resources

- \* Vacant developable land in the City of San Diego will diminish to 9,000 acres by the year 2000 year.

Between 1980 and the year 2000, about 24,000 acres of vacant land are expected to be developed with urban uses. This will expand the developed area of the City by about 28 percent. It will also reduce the inventory of vacant developable lands by almost 73 percent, from a total of 33,000 acres in 1980 to less than 9,000 acres in the



year 2000. Thereafter, further urban development would be generally limited to the remaining 9,000 acres and the redevelopment and densification of the older communities of San Diego. Alternatively, voter approval could be sought to redesignate lands now held as part of the City's urban reserve on adjoining vacant lands could be considered for annexation.

- \* Residential density of the City of San Diego will increase to only 6.5 percent by the year 2000.

Even with the substantial housing development forecasted between 1980 and 2000, San Diego will remain a comparatively low-density urban area. In 1980, gross residential density averaged 6.3 units to the acre. By the turn of the century, the average density will have increased to only 6.7 units to the acre despite the construction of almost 124,000 new homes. What this reflects is a continuation of the pattern of relatively inefficient low-density urban expansion.

#### Public Service and Facilities Financing

- \* The Gann limit will restrict the City of San Diego's ability to provide additional services and facilities, beginning in Fiscal Year 1988.

The state-wide Gann Initiative approved by the voters in 1979 imposed limits on public agency expenditures of tax revenues. It is estimated that the effect of this spending limit on the City of San Diego will be to reduce the total City budget by \$3.5 million in FY 1988, \$10.3 million in FY 1989, \$17.6 million in FY 1990, and about \$5 million more each year thereafter. Over a twenty-year time period, the restriction would total about \$880 million. Thus, even if additional tax revenues were to be available, the City would be unable to spend these funds for needed services and facilities unless the voters approve an increase in the City's expenditure limit. Absent such approval, services and facilities could be expected to deteriorate if growth continues at its current rapid pace.

- \* Potential \$800 million funding shortfall for needed capital facilities in the City of San Diego's existing communities.

Based on gross and incomplete estimates made in 1985, the capital facilities needed over the next twenty years mainly within the existing urbanized area communities total almost \$900 million. Available revenues to finance these facilities, however, are estimated at only \$100 million. This assumes that the Gann Limit on City expenditures is fully applied against the Capital Improvements Program rather than the operating budget, and that lost federal revenue sharing funds are not replaced. If this scenario occurs, the gap between total capital needs and available revenues over the next twenty years would total nearly \$800 million and there would be no general City revenues applied to the Capital Improvements Program after Fiscal Year 1992. These figures do not reflect the cost of needed water and sewer facilities and those capital facilities within the planned urbanizing area communities that are financed by user fees, assessment districts, and other means. A funding shortfall of this order of magnitude will obviously have a substantial impact on the City's ability to meet the pressing capital facility needs of San Diego's existing communities which continue to absorb a large proportion of the City's overall population growth and development even though existing facilities are being seriously overburdened.







## THE EXISTING GROWTH MANAGEMENT PROGRAM

The current San Diego Growth Management Program was adopted as the "Guidelines for Future Development" portion of the Progress Guide and General Plan in February, 1979, after an extensive planning process during the preceding five (5) years. Some of the bases for the growth management program were: 1) the principal objectives as formulated in the 1967 Progress Guide and General Plan; 2) the 1971 New Communities Report in which the City adopted a set of planning concepts applicable to the creation of new communities in North City; and 3) the major planning effort between 1975 and 1979 through which the City systematically reviewed goals and objectives, trends, development patterns and other issues related to the growth and development of the City. A detailed history of Growth Management in San Diego has been compiled in the document titled Background Summary: City of San Diego Growth Management Program (San Diego City Planning Department, October, 1986).

Focus of the City's earliest efforts in growth management were on development of new communities in North City and, especially, on the assurance that such development would not occur without adequate public facilities and services. That assurance was to be achieved by a requirement that no development would be permitted until a financing plan was approved. See North City West Community Plan (1972).

In 1974, growth management gained momentum as a result of continuing growth in North City, the inability of local government and school districts to provide facilities as rapidly as desired by new residents, and the general environmental preservation movement. There was a recognition that the City was growing too rapidly, that

open space and natural resources were being lost, that transportation systems were becoming congested, and that the quality of life was diminishing.

In response, the City initiated a comprehensive Growth Management Study in 1975. In carrying out the Study, the City retained Robert H. Freilich as growth management consultant. Freilich recommended, and the City ultimately adopted, a tier structure for the growth management program. See "A Five Tiered Growth Management Program for San Diego" (Freilich, 1976). The tier structure was critically important to the growth management program because: 1) it allowed for differentiation on policies and implementation in the different tiers; 2) it was not dependent upon the existing underlying zoning, which remained in effect; 3) it allowed for coordination and balance between and among the tiers; and 4) it set boundaries--a demarcation line of the application of basic policies, albeit with the possibility of changes in the boundaries. See Part V of this Report, infra, for a discussion of the "tier" approach to growth management.

Between presentation of the Five-Tier Report in 1976 and the adoption of the "Guidelines for Future Development" in the 1979 Progress Guide and General Plan, the City and the growth management consultants undertook an extensive and rigorous planning analysis, which is documented in a series of reports including the following:

- Development Incentives (October 1976)
- Report on Vacant and Underutilized Land (October 1976)
- Low and Moderate Income Housing Allocation (October 1976)
- Tier III Alternatives (November 1976)
- Tier IV Assessed Value (November 1976)
- Analysis of Community Characteristics (December 1976)
- Analysis of Public Facilities (December 1976)
- Analysis of Socio-Economic Considerations--Balanced and Self-Contained Communities (December 1976)
- Summary and Conceptual Strategy for a Growth Management Program (December 1976)
- Fiscal Impact Study (February 1977)
- A Residential Growth Management Program for San Diego (April 1977)
- A Five-Tiered Growth Management Program for San Diego, The Implementation Program (July 1978)

- The Impacts of Alternative Growth Management Policies on the Housing Market of San Diego (June 1978)
- San Diego Growth Management Study Income and Employment Components (July 1978)
- Natural Resources Study (July 1978).

In addition, the City Planning Department updated all elements of the Progress Guide and General Plan and prepared necessary Environmental Impact Reports (EIR) for each plan element.

Perhaps the single most important question raised by the growth management program was: should the City limit its growth (on an annual basis or ultimate build-out) or should the City accommodate all projected growth? The City decided to accommodate natural growth and to avoid an artificial numerical limitation. However, growth accommodation was tempered by the following: the growth management program was a residential growth management program and was not designed to deter economic development activities; residential development would be limited by the availability of public facilities and by the financial capacity of new development to pay its own way.

In order to accomplish these objectives, the City opted for the delineation of three tiers: (rather than the five originally proposed urbanized areas; planned urbanizing area; and future urbanizing area.

The urbanized area consisted of communities that were largely developed and assumed to have adequate public facilities to serve existing and projected future development without major facility expansions or expenditures. It was thought that shifting growth to these areas would relieve the financial burden on the City of extending and expanding facilities to serve new growth areas, it would maximize the utilization of available facility capacity, and would allow for greater concentration and efficiency in serving development.

Planned urbanizing communities represented the major new growth areas of the City where substantial vacant land existed and major infrastructure would be needed to serve new development.

In 1975, the City was experiencing approximately 90 percent of its growth in the planned urbanizing area of the City and only 10 percent in

the urbanized areas of the City. By 1979-1983, this ratio had shifted dramatically to 40 percent of growth in the planned urbanizing area and 60 percent in the urbanized area, thus exceeding the most favorable expectations. The growth management was faithful to the underlying growth accommodation concept; the City's growth rate from 1979-1983 exceeded the projections. Thus, growth was not restrained, as was so vigorously argued by certain elements of the community.

The future urbanizing area included land generally further removed from the central business district than the planned urbanizing area, less likely to develop in the near future, more difficult to serve with public facilities and services, and not needed to accommodate projected growth for many years. It was clearly demonstrated that all projected growth in San Diego could be readily accommodated in the urbanized and planned urbanizing areas; therefore, there was no need to allow development to sprawl into the future urbanizing area. However, provision was made to allow future urbanizing areas to be opened for development as planned urbanizing areas were built out.

As is true in many cases, the growth management plan represented a compromise between interest favoring growth control (limitation) and those favoring no additional requirements for development approval.

The requirement for development approval in the planned urbanizing area (Council Policy 600-28, adopted August 11, 1980) was the principal plan implementation mechanism. It required an adopted community plan or specific plan, development phasing, a capital improvements program, and a public facilities financing plan before any development approval would occur. A facilities benefit assessment (FBA) financing mechanism was adopted by the City Council to provide an orderly means by which facilities could be financed in the planned urbanizing areas.

Future urbanizing areas were retained and prevented from developing prematurely by virtue of Council Policy 600-29 - Maintenance of Future Urbanizing Area as an Urban Reserve (adopted July 20, 1981). Agricultural uses and rural cluster development were permitted in this area. However, land could not be rezoned for higher intensity development without first being shifted to the planned urbanizing area. Such shift, pursuant to Council Policy 600-30 "General Plan Amendments



to Shift Land from Future Urbanizing to Planned Urbanizing Area" (adopted July 20, 1981), would not occur unless certain findings were made regarding the need for additional land for development purposes.

The restraint on development in the future urbanizing area and the requirement that developers in the planned urbanizing area pay for the cost of public facilities needed to service that development created a competitive advantage for developers in the urbanized area. What was generally unforeseen was that the extent of development in the urbanized areas would be so great that neighborhood opposition would result in some cases and that public facilities and services might be inadequate in other cases. Nevertheless, the program has contributed to the rebirth of downtown San Diego and to new investment in a number of older communities.

At the City limits, the policies operated to discourage certain annexations because property owners refused to be annexed into the future urbanizing areas. Development in the County was seen as a better alternative and, in fact, significant development has occurred in the County just beyond the City limits.

The current San Diego growth management program was designed 1) to accommodate all projected growth, but, to do so in a way that shifted the burden to developers to finance major public facilities; 2) to preserve, at least for some temporary period, land not immediately needed to accommodate projected growth; and 3) to stimulate the revitalization of and reinvestment in the downtown and existing communities. It was not designed to limit one of the presently perceived problems in that growth is still occurring at a high rate which may be detrimental to the City, its quality of life and the environment. Although developers may be responsible for financing facilities in new growth areas, that growth has impacts beyond the community plan boundaries. Therefore, noise, air quality, water quality, sewage treatment plant capacity and other problems are being evidenced despite Council Policy 600-28 and the facilities benefit assessment program.

The pressure to abandon the future urbanizing area through attrition (i.e., developers applying for incremental and substantial shifts via

Council Policy 600-30) has produced the backlash of Proposition "A," restricting any shifts from the future urbanizing to the planned urbanizing area without a vote of the people via referendum. Similarly, the pressure of new growth in existing neighborhoods has led to strong neighborhood opposition and even moratoria in some communities. Despite these underlying conflicts, growth has continued unabated in the City and in the San Diego region and recent projections indicate a continuation of that trend. See SANDAG Series VI and Series VII regionwide growth forecasts. San Diego's actual population growth in the 1980's has been approximately 43 percent greater than forecasted. The housing demand resulting from the projected population is relatively greater because the average number of persons per household is declining. The San Diego regional population is forecasted to increase by 48 percent from a 1985 population of about 2.1 million to a year 2010 population of almost 3.2 million.

It is difficult to reconcile the trend analysis (see Part II, supra) with the VISION statements (see Part I, supra). Trend growth will necessarily impact existing neighborhoods, result in facility deficiencies and service reductions in new growth areas, cause traffic congestion and reductions in air and water quality, reduce open space, result in higher densities of development and cause a loss in agricultural land and environmental resources. The effects are exactly the opposite of what the VISION statements demonstrate the community prefers. Enacting significantly tighter controls (e.g., Proposition "A," more rigorous adequate public facility and financing requirements in the planned urbanizing area and impact fees and density reductions in the urbanized area) will help to mitigate these effects, but will likely have the effect of partially reducing growth as well.

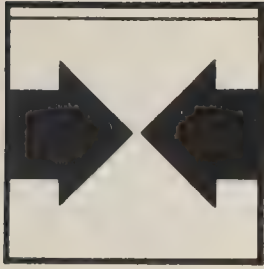
Thus, to return to the basic question originally presented in 1975, does the City want growth accommodation or growth control? Is it possible to accommodate projected growth and, through the use of regulatory and financing mechanisms, mitigate the adverse effects of growth, or is it only possible to achieve the VISION by imposing a numerical limitation on growth (in addition to regulatory controls and financing requirements)?

In 1975, when the City decided to initially pursue a growth management program, the City's population was a little more than half of what it will be in 2010 if current forecasts are accurate. In 1975, there were vast amounts of land available for development in the planned and future urbanizing areas as well as significant infill development opportunities in the urbanized area. In 1987, there is much less vacant land available and far fewer infill development opportunities. If the forecasted trends occur, San Diego in the 2010 will be almost fully developed with no vacant land remaining. Public facility and service demands will be enormous and, since new growth opportunities will be so limited, FBA and other financing systems will be of little consequence. The full burden will have shifted to the City. In order to maintain open space and environmental quality, large sums of money will need to be expended. Traffic congestion will demand costly, but more efficient mass transit systems. Maintenance of air and water quality will require costly new systems and controls.

It must be recognized that the VISION will be difficult to achieve. It will require changes in City policies, regulations, plans and plan implementation mechanisms. It will require new and more creative financing approaches. It may require sacrifices by existing residents, property owners and developers. It seems apparent that the VISION cannot be achieved by the current growth management system because the current growth management system: a) was not designed to achieve the VISION as currently stated; has never been fully and completely implemented; and c) has been overwhelmed by a growth rate dramatically higher than forecasted. In the next phase of the growth management reevaluation, alternative management approaches will be considered in relation to their ability to achieve the goals and objectives outlined in this VISION Report.







## ISSUES AND CONFLICTS BETWEEN THE VISION STATEMENTS AND THE TRENDS

### Population Growth Rate

Although the Vision for an idealized San Diego does not directly address the issue of population growth rate, responses to surveys and public testimony at Community Forums indicate that many people believe the City is growing too fast. In addition to the physical manifestations of too rapid growth (inadequate public facilities in some areas and increased traffic congestion), many people are unable to psychologically assimilate the rapid changes which accompany high rates of growth. It is this accelerated rather than evolutionary changes that people are having trouble in accepting.

Between 1960-85, San Diego's annual growth rate was nearly 60 percent greater than the statewide rate and two and one-half times the national growth rate. SANDAG, in its Series VII population forecast projects that population in the San Diego region will grow by 47.2 percent in the period 1985-2010. The City's share of this growth has not yet been determined. However, it can be reasonably assumed that the City's growth rate would be somewhat similar. Although the City will not grow as fast in the next 25 years as it has in the past 25 years, it's annual growth rate will continue to exceed both the state and national rates by considerable margins.

From the evidence received through the surveys and community forums, growth related issues are its rate (rapid changes which people have trouble in assimilating), its timing (adequacy of supporting facilities), its quality (environmental sensitivity and design) and its amount (how much growth can the region absorb). The population issues to be addressed by this program are:

- Can the current population growth rate be changed? If so, how and to what appropriate growth rate.

- Can or should the timing of residential development be improved to assure adequate public facilities, and phased so that growth occurs over a longer period of time?.
- How can we achieve development that is environmentally sensitive, is of high quality and yet meets the needs of the market and is affordable.

### Densification

A corollary to the population growth rate is the issue of densification. Given the relatively finite limits to the City's physical area, increased population growth can only mean greater densification. Overall residential density increased from 8.6 du/ac in 1984 to 9 du/ac in 1986. However, this densification is not occurring uniformly throughout the City. In addition, higher density is a relative matter. What may be considered as a significant increase in density in one part of the City may not be so in another part. The key determinants of whether an increase in density will have a significant impact are: (1) the existing character of the neighborhood or community; (2) ability of infrastructure to support higher density (streets and public facilities); and (3) design quality building and site design. Many people feel there is nothing inherently wrong with higher densities provided it is properly planned and handled. Other people want to limit density in order to preserve their social and physical environment.

While San Diego is becoming denser, its rate of densification is being tempered by the large amount of low density, single-family residential development which is occurring at its outskirts (as noted above overall residential density only increased by 0.4 du/ac between 1984-86). Although higher density, multi-family residential development is occurring in the Urbanized Communities, the trend indicated by current requests for planning and zoning actions and present building patterns is for further development of the undeveloped lands in Planned Urbanizing Communities in the form of low-density single-family residential development. This is in contrast to the desire expressed in the Vision for Housing and Community Development for a more compact City featuring a central urban core with outlying urban centers. The issues raised by these conflicting trends are:

- What should be the spatial distribution of future growth in the City.

- How can existing development trends be altered to achieve the type of city described in the vision.
- How can greater densities be incorporated into appropriate communities which presently are not equipped to absorb additional density.
- Should present development trends and administration be allowed to continue if they are meeting the needs of the market.

### Open Space and Vacant Land

At the present rate of development the City's supply of vacant, residentially zoned land will be depleted in about four years. Between 1984-86, this supply declined from 2,779 acres to 1,892 acres, a decrease of 32 percent. Moreover, the supply of residentially zoned acreage found in the outlying Planned Urbanizing Communities declined even greater, 34 percent or from 1,379 acres to 915 acres. It should be made clear that these figures do not represent the total supply of developable land but only those lands for which the subdivision process has been completed.

Although not technically open space, it is the consumption of these previously vacant, undeveloped lands that people perceive as a loss of open space. The transformation of these open lands into housing tracts is what most people identify with growth and loss of openness.

While not as striking visually, the Urbanized Communities also experienced a significant decline in the amount of vacant developable residential acreage due to infilling activities. This inventory went from 1,440 acres in 1984 to 977 acres in 1986, a decrease of 32 percent. However, in urbanized communities development of previously vacant land has less of a visual impact on the feeling of openness.

The only lands which will remain as open space under present development trends are those which are or will be formally dedicated as open space, have open space easements or from which development rights will have been acquired. Unless planning for these open spaces is begun immediately, the opportunity to achieve the vision of having an open space system will be lost. The issues related to this concern are:



- How can existing development trends be altered to increase the potential for implementing a Citywide open space system.
- If an open space system cannot be implemented, how can an impression of open space be created through site design and land development techniques.
- How to balance the need for open space with the need for housing to support future population growth. Can we have both.
- How to convince people of the trade-off between open space and higher densities.
- How will the open space system be funded.

### Balanced Communities

Balanced communities is a planning concept in which many, if not most, of residents' needs can be met within their community. This implies that there is a variety of land uses providing for employment, shopping and service facilities all planned and integrated with residential development. A major reason for balanced communities is to reduce the number and length of vehicular trip generation by conveniently locating potential trip destinations within the community. It can also result in a heightened sense of community identity which comes from spending most of one's time within one community rather than having separate work and home environments.

Communities can also be balanced socio-economically by providing a wide range of different housing types with a broad spectrum of rents and prices. The objective is to make a community as accessible as possible to different income groups at all stages of their lives. It would make possible the ability to remain in one community even though one's housing needs change. This aids in bolstering community stability and sense of place.

A comparison between the vision of having balanced communities and current trends yields mixed results. Although the newer community plans, primarily in Planned Urbanizing Areas, make an attempt at developing balanced communities, the plans for older urbanized communities make little provisions for balance with the possible exception of housing. The closest to achieving a balanced



community is occurring in University City, while Penasquitos East is developing as a suburban bedroom community.

With the solidifying of land use patterns throughout the City it will be increasingly difficult to create balanced communities where none exists. Even in those communities which were originally planned for balanced development the actual results may not reflect the intent. These points raise the following issues:

- How can existing communities become more balanced in terms of both land use and socio-economically.
- Are balanced communities a viable concept in light of market forces and current land use patterns.
- Does the creation of individual balanced communities reduce identification with the overall city.

#### Environmental Protection

All San Diegans want to live in a City with clean air to breathe and plenty of clean water to drink. San Diegans want open spaces preserved, the rolling hills and canyons left intact, the natural habitat preserve and wildlife protected, and the beaches clean and accessible. They want to preserve the remaining lagoons and undeveloped river valleys along with agricultural lands. Government must find ways to dispose of waste which is efficient, effective, and does not require a large amount of land. Systems such as the sewer system, water importation, and gas and electric production and distribution, should be trouble free and environmentally sensitive.

Although the City has clearly embarked in the direction of protecting its natural environment, the need to house an additional million people by the year 2010 will put added pressure on the remaining topographic features and open spaces. The region could be a megalopolis from the Mexican Border up to and including Orange County. The increased population will bring increases in automobile usage and emissions which will make the air quality worse each year. It is already projected that San Diego will fail to meet the 1987 deadline for attaining Federal clean air standards. Air quality experts state that the sheer volume of new population will outweigh advances made in

automotive air pollution control technology and the reduction of factory emissions.

To retain existing open space and to preserve natural features in the face of present population trends, an open space system of parks, greenbelts and trails should be established. However, competitive development pressure brought about by the need to house an additional million people will greatly reduce the possibility of such a system under present development trends.

The following issues which need to be addressed are:

- How can we be assured that environmentally sensitive areas such as canyons, hillsides, lagoons, floodplains and ecological habitats are protected and preserved while the City continues to grow.
- Will we ever be able to attain air quality standards as the region continues to grow.

### Traffic Congestion

A strong concern raised at the public forums and through the surveys was one of traffic congestion and the need to solve the problem on a regional basis. It appears to be everyone's vision that we alleviate present traffic problems and adopt measures to avoid future congestion. Measures include commuter rail services, feeder bus systems, integrated regional and local transportation systems, implementation of a regional light rail transit master plan, and use of transportation management systems.

The vision for transportation system appears to be one where land uses are balanced to reduce the communities travel needs, where communities are self contained with homes located new employment centers and shopping facilities.

If current trends continue, peak-hour traffic will extend beyond the traditional morning and evening travel hours. Freeways and arterials will be congested beyond acceptable service levels. If no new freeways are built, by the year 2005, traffic congestion will affect 106 miles of freeway. Current trends find 45 percent of all trips in San Diego is by single-occupant automobiles; 37 percent is by riders who carpool, 10 percent by people who walk, 3 percent by bicyclists; 2 percent by buses and trolley, and 3 percent

by motorcyclists and school buses. If population continues to increase, the traffic situation can only get worse. If current transportation trip modes do not change, the only solution to the increased traffic load is to build more roads and freeways.

To meet future transportation needs over the next twenty years, San Diego region may fall \$3 billion short. Even with the added half-cent hike in local sales tax, a 1-cent hike in the transient occupancy tax, and increased state and federal gasoline taxes, there is no guarantee that the region would receive enough money to pay for its transportation needs. Coupled with this financial problem, experts predict that even if the money is found and the regional transportation system is built as planned, the region will still experience traffic congestion.

The issues which surface when looking at the conflicts in achieving the vision:

- How can adequate revenues be found to pay for the region's transportation needs?
- If revenues generated do not keep pace with the growth rate, how can the transportation system be expanded to meet the increased demand.
- How can public transit become more attractive, more efficient and more convenient to encourage more ridership?

#### Public Facility and Services Costs

The ideal City is one which is run effectively and efficiently, where services are provided to its citizens in a cost-efficient manner. A healthy city is one where there are adequate revenues to meet public facility and service needs. Public testimony received at the public forums revealed that one of the major concerns of the public is the availability of public services. It appears that it is a vision that if San Diego is to retain a high quality of life, facilities and services need to be available at the time of need. The facilities need to be maintained, improved and replaced as necessary and adequate revenues must be available to maintain an adequate level of service.



Availability of water is a major concern of citizens, planners and elected officials. The question asked most often is: How can we supply the water needed for a growing population in a arid environment. In 1985, San Diego used 500,000 acre feet of water, equal to about 1.63 billion gallons. By the year 2000, if present trends continue, the demand will swell to between 650,000 and 750,000 acre feet. The technology is available to bring the needed increase supply to the region. Pipelines, and power plants can be built and reservoirs expanded. The problems are legal, political and financial. Where the water will come from, how will it be allocated and who will pay for it are three pressing questions which need to be answered.

Experts blame Proposition 13 for the current revenue crisis. It reduced the rate of property tax revenue growth, curtailed governments ability to issue general obligation bonds, and made it difficult to increase non-property taxes. In addition, Federal and State assistance have been greatly reduced or curtailed. In order to replace these revenue resources, the City must look to both old and new sources of revenue. These range from assessment districts to developer financing. If growth does not yield adequate revenues to support infrastructure and facility development, the gap between needs and resources will continue to grow wider. This is particularly true in the urbanized communities.

The issues facing local governments related to revenue generation are:

- How to allocate more general funds to the capital improvements program in face of the demands being placed by the operating budget.
- Should the City consider user fees for its public facilities (parks, libraries, recreation centers, beach parking).
- How to fund capital facility needs in urbanized communities.
- Funding major capital improvements, expansions, replacement (sewer treatment plant, major distribution systems).
- Resolving inequitable distribution of public facilities and services caused by resource limitations.



## Job Opportunities

The Citizens' Advisory Committee on Growth and Development envision San Diego as a place which offers a diverse range of employment opportunities. It believes that a regional economic base which provides clean and safe manufacturing, scientific, technological and service jobs will yield a range of opportunities for everyone at all skill levels. The opportunity for advancement, giving employees a sense of accomplishment and hope for a better life are strong visions of the Committee. It also proposes that San Diego's economic ties to Mexico, the western United States and the Pacific Rim countries need to be expanded.

If present trends continue, San Diego will continue to enjoy a healthy economy. New businesses are moving to San Diego and providing new jobs. San Diego is highly dependent on service and tourism jobs which are relatively low paid. However, these are balanced by the number of high paying jobs in scientific, research and development and technological industries. The jobs that are being lost are those in manufacturing, assembly and other semi-skilled trades.

If present trends are allowed to continue, the following issues will need to be addressed in order to achieve the vision:

- How to maintain an attractive environment and quality of life that is conducive to bringing industry to San Diego.
- How to retain more middle-income jobs in manufacturing and assembly.
- How can San Diego expand its economic relationship with Mexico and other Pacific Rim countries.





## MANAGEMENT APPROACH ALTERNATIVES

As discussed previously in Section IV of this report, San Diego has had a growth management program in effect since the 1979 adoption of the Progress Guide and General Plan. With a program already in place, it is perhaps easy to forget that growth management is not a neolithic concept. Not only can the substantive goals and objectives of the program change but the basic approach to growth management can take a variety of forms. The purpose of this section is to identify, in a very introductory fashion, several of the most common types of growth management systems which have been successfully implemented in the United States, and which might be considered for San Diego. The alternative approaches will be analyzed in detail in the Growth Management Approaches Report, which is to be completed by August 31, 1987.

### A. Tier System

The growth management approach which was adopted by the City in 1979 is a variation of the Tier System. A principal tenet of the Tier System involves the geographic and functional division of the planning area into subareas ("tiers"). The tiers should be descriptive of the existing data and structure of the area and be capable of functioning as planning and plan implementation units. The tier delineation allows the goals and appropriate techniques employed in a growth management system to vary with the geographic or functional subunits of the planning jurisdiction. Such flexibility is essential to the future success of such systems because it provides for articulation of different and even contrasting strategies for different areas of the community, with corresponding legal techniques and implementing mechanisms, without jeopardizing the overall comprehensiveness of the system or any of its individual components. Equally important, the tiers permit the courts to adopt the same analytical framework for their review of the legal validity of the system and its component parts.

The fundamental premise of the Tier System is that the City can be divided into geographical subunits based upon functional distinctions within the growth management system. This is quite different from a division of a city into neighborhoods or community planning areas which have no basis in the growth management approach individually since their boundaries respond to data collection units, streets, topography and other criteria rather than to the area's function within the planning area. The functional delineations of the Tier System on the other hand, relate strongly to the goals and objectives to be achieved through the growth management system.

San Diego's current system consists of three tiers: the Urbanized Area, the Planned Urbanizing Area and the Future Urbanizing Area. These tiers are supplemented by an open space overlay. It must be acknowledged, however, that the current system is not the only possible formulation of a tier system. For example, a tier system is in effect at a regional level in the metropolitan Minneapolis-St. Paul area. Five tiers are utilized there: Area I consists of the central cities and downtown business areas, Area II includes existing urban and suburban areas, Area III is the area of active urbanization, Area IV consists of rural and agricultural lands, and Area V is made up of freestanding cities and villages in the metropolitan area.

The greater the number of tiers, the greater the degree of functional refinement that is built into the system. In theory, the more refined the system is, the more successful it will be in achieving program goals and objectives. Concomitant with increased refinement, however, is increased administrative and regulatory complexity, and decreased flexibility. A substantial loss of flexibility can be as much or more of a threat to the success of the program than a low degree of tier refinement.

While areas within a particular tier exhibit certain common characteristics which are significant for planning and plan implementation, it must be recognized that there may be substantial diversity within a given tier. Therefore, while the tier delineations are extremely valuable as a planning tool and as a basis for the formulation and development of overall City-wide plan implementation strategies, regulations and programs will need to respect and respond to the multitude of individual situations and conditions which may present



themselves within a tier and which may require actions different from those proposed generally. The Tier System, therefore, is not intended to be a straightjacket.

There is a second important way in which flexibility should be built into the Tier System; that is, by allowing tier boundaries to shift over time. When and if the common characteristics by which the tiers were originally defined change, procedures will be available to allow land to be shifted to the tier which now best meets the needs for that area. The existing City Council Policy No. 600-30, "General Plan Amendment to Shift Land From Future Urbanizing Area," is an example of such a procedure. In addition, updating of the data upon which the tier delineations are originally based will contribute to the need for changes in tier boundaries over time.

#### B. Capital Facilities Driven System

The second growth management approach utilizes the provision of adequate public facilities as the line of demarcation between areas of the City where growth is to be encouraged and areas where growth is to be discouraged or prohibited. Conceptually, the approach is quite simple: the growth area consists of those communities or planning subareas of the City which are presently served or are planned to be served by adequate public facilities. Adequate public facilities requirements restrain the development of land at urban intensities until adequate public facilities are in place, or will be in place, to serve the development. In some instances, the developer may be allowed to construct those facilities which are required in order for the development to occur. Implementation of this approach requires the resolution of three issues: determining what types of public facilities are to be considered, determining what constitutes "adequacy" of the facilities, and determining when facilities are sufficiently "planned" to enable areas served by such facilities to be included in the growth area.

The first issue is the easiest. Suffice it to state that a legislative judgment is made as to the types of public facilities which should be considered for purposes of this policy. Facility requirements to be considered could include: sanitary sewers and sewage treatment plant capacity, roads and related traffic improvements, water lines and water

treatment and storage capacity, storm sewers and stormwater drainage or retention/detention facilities, schools, police or fire stations, parks, and libraries.

The third issue could be resolved by use of capital improvements programs (CIP's). Adequate public facilities could be deemed to be "planned" for purposes of establishing growth areas if the facilities are in existence or are scheduled to be constructed within five years in accordance with a lawfully adopted CIP of the City. Thus, another layer of growth areas would be added each year as facilities are planned.

Perhaps the most critical determination would involve the second issue: the definition of "adequacy" of the public facilities. Generally, guidelines are established to determine appropriate levels of service for each of the facilities. Thereafter, as each development application is submitted, an assessment is made concerning the existing or planned capacity of each facility in light of existing development, previously approved development and the proposed development. Ordinarily, development approval would be prohibited where such approval would result in the service capacity guidelines being exceeded, unless facilities are programmed to be constructed in a timely manner which would provide sufficient additional facility capacity. Approval of development not satisfying the guidelines would be permitted only where necessary to protect the public health or safety.

### C. Population Driven System

Population driven growth management systems seek to limit growth by directly or indirectly controlling population increases. Systems which directly control population place limitations on allowable population increases. The more common types of population driven systems are those which indirectly control population increases by placing restrictions on the number of housing units which may be built.

Population driven systems also vary based upon the approach taken to impose restrictions. Some systems provide absolute caps on population or housing units beyond which further growth is prohibited. Such systems are the most controversial and may generally be said to be extremely suspect from a legal perspective (unless the cap is so high as

to easily accommodate projected future growth). Other systems impose numerical restraints or quotas over a given planning period, usually on an annual basis. The restrictions may be expressed as a numerical cap (e.g.,  $x$  number of building permits for new housing units) or as a percentage of the prior planning period (e.g., the number of building permits for new housing units may not exceed  $x$  percent of the number of permits for the immediately preceding  $y$  year).

Population driven systems are legally problematic, particularly in jurisdictions such as California which recognize the regional general welfare doctrine. The regional general welfare doctrine requires communities to accommodate their "fair share" of low and moderate income housing needs in the region. Moreover, a provision of the California Evidence Code creates a presumption that growth control measures which numerically limit the number of allowable housing units have an impact on regional housing supply. The Evidence Code provision further shifts the burden of proof to the governmental entity to establish that the growth control measure is necessary to protect the public health, safety and welfare.

#### D. Performance Standard System

A performance standard approach to growth management relies upon a set of stated performance criteria to determine the suitability of a particular site for development. With this system, neither tier delineation nor a specified population cap or dwelling unit quota need be adopted. It is not even necessary to have a formal capital improvements program (although clearly that would be desirable for rational planning by the municipality).

Unlike many other growth management systems, the performance standards approach is site specific. The performance standards allow a site capacity calculation to be performed based on a series of factors which serve to limit the developability of a given site. Thus, environmental criteria are used to identify areas of the site which are unusable for development (e.g., wetlands, floodplain, steep slopes, etc.). Open space criteria are used to determine the portion of the site which must be dedicated to recreational or open space. The nature of the proposed use of the site in relation to the nature of adjacent uses determines



the extent to which buffer areas may required. (For example, a proposed single-family development adjacent to an industrial use would require a substantial buffer area, possibly including structural features such as a fence, wall or berm; whereas, a single-family development adjacent to a multi-family development would necessitate only a modest buffer. Finally, areas subject to locational and external constraints (e.g., proposed rights-of-way, utility easements, etc.) are subject to development limitations.

Utilization of a combination of these performance standard factors yields the carrying capacity (developability) of the site. Floor area ratios (for non-residential development) and densities (for residential development) would then determine the density/intensity of use on a particular site. Planned unit development, cluster zoning, bonus/incentive zoning and transfers of development rights may all be utilized to supplement the performance standards and to mitigate hardships or potential "takings" with respect to land which is substantially or totally unusable based on application of the performance standard criteria.

The performance standard system concentrates on land use intensity as the key to growth management, but it largely ignores other key components of growth management such as the timing of development, the location of development (in a City-wide context), and the adequacy of public facilities and services necessary to accommodate the proposed development.

#### E. Areas of Critical Concern/Developments of Regional Impact System

On a State-wide level, Florida serves as the best model extant of the areas of critical concern/development of regional impact system approach to growth management. On a City-wide level, this approach would require the City: 1) to identify areas of the City which, due to environmental sensitivity, natural resource value, historical significance or other defined criteria, are so important to the City as a whole that special regulatory and plan implementation measures are required. In San Diego such areas may include, but are not necessarily limited to Proposition "A" lands (the Future Urbanizing Areas) and major river valleys and



canyon areas (e.g., the San Dieguito River Valley); 2) to define criteria for the identification of and specialized review procedures applicable to "developments of regional impact," such as very large-scale residential, office, commercial or mixed use development projects, airports/heliports, stadiums, utility plants, marinas, universities, etc., to ensure that such major projects are given the most complete review possible including consideration of possible adverse impacts and growth inducing effects.

In order for this system to be meaningful in San Diego, the effect of area of critical concern designation must include regulatory and/or compensatory measures designed to preserve the identified area; the effect of development of regional impact identification must be the implementation of a review process different both in kind and degree from that already applicable in San Diego.

This system tends to focus on environmental protection as the cornerstone of growth management, i.e., if you can fully protect major environmental resources, then the amount or location of growth is of secondary importance. The "development of regional impact" concept, when applied at the state level, allows the State to intervene more directly in local development review and approval processes when the proposed development is of a size or character which may have impacts beyond the boundaries of the local jurisdiction in which it is located. On a City level, the concept must be modified since the City already has direct review and approval responsibilities. Moreover, some of the types of facilities which would be subject to development of regional impact review may already be subject to State review. Thus, a "development of regional impact" review might be oriented towards specific consideration of the growth inducing impacts of major developments, cost-benefit analysis, fiscal/economic analysis and other specialized review requirements.

The growth management systems described herein represent alternative management approaches to achieve the visions outlined in the VISION Report. The listing of management approaches represents a broad cross-section of approaches in use in California and in other states and cities throughout the country. The approaches are not necessarily mutually-exclusive. Thus, it is clearly possible (and perhaps will be considered desirable) to combine approaches. For example, a performance



standard system can be used in conjunction with a tier system; similarly, a capital facilities driven system can be used in supplementation of areas of critical concern and developments of regional impact. It is, in fact, possible to utilize more than two systems and perhaps elements of all five collectively, since each tends to focus on a specific aspect of growth management.

The purpose of this overview has simply been to introduce concepts and approaches in addition to the tier approach currently used in the San Diego Growth Management Program in order to expand the horizons of those charged with the reevaluation of both the goals and objectives and the implementation of the existing system. This discussion will be expanded significantly following review of this report and will culminate in the Growth Management Approaches Report (due August 31, 1987).

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